UNITED
NATIONS

E

Economic and Social Council

Distr.
GENERAL

E/1993/86
15 June 1993

ORIGINAL: ENGLISH

Substantive session of 1993
Geneva, 28 June-30 July 1993
Item 4 (c) of the provisional agenda*

COORDINATION QUESTIONS: INTERNATIONAL COOPERATION IN THE FIELD OF INFORMATICS

Report of the Secretary-General

CONTENTS

		Paragraphs	Page
I.	INTRODUCTION	1 - 5	2
II.	DISSEMINATION ACTIVITIES OF ORGANIZATIONS AND AGENCIES OF THE UNITED NATIONS SYSTEM	6 - 33	3
III.	ACTIVITIES THAT ADDRESS THE NEED FOR A CONTINUOUS FLOW OF INFORMATION	34 - 36	8
IV.	ACTIVITIES THAT ADDRESS THE NEED FOR TRAINING	37 - 42	9
V.	ACTIVITIES THAT ADDRESS THE NEED FOR USER-FRIENDLY, EASY ACCESS	43 - 45	10
VI.	NEED FOR POLICY COORDINATION	46	10

* E/1993/100.

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I. INTRODUCTION

1. In resolution 1991/70, the Economic and Social Council requested the Secretary-General to prepare, within existing resources and in consultation with representatives of States, a study analysing the causes of the current situation with respect to United Nations informatics systems and providing an outline of a rapid solution to the problem, leading to easy, economical, uncomplicated and unhindered access to United Nations computerized databases and information systems and services.

2. In response to Council resolution 1991/70, the Secretary-General submitted his report on the harmonization and improvement of United Nations informatics systems for optimal utilization and accessibility by all States (E/1992/78), which, in addition to containing an analysis of the causes of the current situation, summarized the results of a questionnaire submitted to all missions of Member States in New York and Geneva, and described in detail the status of the most-requested United Nations databases. In addition, the report identified problems still to be addressed, namely, the need for user-friendly access, the need for a continuous flow of information to Member States, the need to provide easier physical access to databases, the need for training and (last but by no means least) the need for policy coordination and the need to expand the on-line access process beyond the Organization to the United Nations system as a whole.

3. At its substantive session of 1992, the Economic and Social Council adopted resolution 1992/60. In that resolution the Council stressed the priority that it attached to easy, economical, uncomplicated and unhindered access for States Members of the United Nations and for observers to the growing computerized databases and information systems and services of the United Nations, and reiterated the urgent need for representatives of States to be closely consulted and actively associated with the respective executive and governing bodies of the concerned United Nations institutions, such as the International Computing Centre (ICC) and the Advisory Committee for the Coordination of Information Systems (ACCIS).

4. In resolution 1992/60, the Economic and Social Council called for the urgent implementation of measures, if necessary in a phased programme, in order to achieve the above-mentioned access to United Nations computerized databases and information systems and services. Also in that resolution, the Council requested that the initial phases of that action programme be implemented from within existing resources and in full consultation with the representatives of States, and requested the Secretary-General to report on the follow-up action taken on that resolution to the Economic and Social Council at its substantive session of 1993.

5. Finally, the Council, in the same resolution, called upon Member States to pursue similar actions in the governing bodies of the specialized agencies within which they were represented.

II. DISSEMINATION ACTIVITIES OF ORGANIZATIONS AND AGENCIES OF THE UNITED NATIONS SYSTEM

6. All organizations and agencies of the United Nations system were contacted and requested to supply a brief description of the efforts that they had expended to make electronic information readily available to Member States, as well as of those that were being planned for the near future. From the responses received, it was clear that all the organizations were acutely aware of the need to use up-to-date dissemination techniques. References to CD-ROM (compact disk, read only memory) were especially prevalent, and among the organizations and agencies of the United Nations system that indicated that they were currently using or planning to augment their use of CD-ROM were: the Food and Agriculture Organization of the United Nations (FAO), the World Intellectual Property Organization (WIPO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Health Organization (WHO), the General Agreement on Tariffs and Trade (GATT), the International Labour Organisation (ILO), the International Maritime Organization (IMO), the International Monetary Fund (IMF) and the International Telecommunication Union, as well as the United Nations Conference on Trade and Development (UNCTAD) and other United Nations offices. (Specific details on the material available or being made available on CD-ROM are given below in discussions of the dissemination activities of individual organizations.) While these CD-ROMs encompass a wide and varied range of material, they tend to fall into two broad categories of information - bibliographic material and material related to the substantive work of a given organization.

7. In addition to an augmented use of CD-ROM, several organizations noted the trend towards an increasing dependence on communications technology, that is, bulletin boards for broadcast announcements, electronic mail (e-mail) for informal correspondence and exchange of text and dissemination of information (much of which related to "active", current material) and use of public data networks, such as the International Project Management Association (INTERNET), which is a network of networks originally created to link university and other research entities for purposes of information-sharing. INTERNET has grown to link several thousand computer nodes in many countries and in many disparate organizations, and has expanded to serve many organizations beyond its original customer base. Several United Nations organizations have become INTERNET nodes, among which are ICC, ITU, the United Nations Children's Fund (UNICEF), WHO, the United Nations Development Programme (UNDP) and the New York Computer Section at United Nations Headquarters.

8. The newly established Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat has proposed developing, in cooperation with the regional commissions, an economic and social information system (UNESIS) covering economic and social data collection, processing, storage and dissemination. The diverse body of economic and social information compiled collectively by the Department for Economic and Social Information and Policy Analysis and the regional commissions is one of the riches of the United Nations. One of the main objectives of the new information system, which will include databases, data-processing software and communications networks to exchange data, is to improve access as a service provider for the Department's outside partners, including Member States and the general public. The approach proposed is a modular one, so that initial investments can achieve some early

pay-offs in terms of increased productivity, better data and improved timeliness.

9. While this modular system is under development, a number of efforts to enhance on-line access to international statistical data are under way. For example, the Statistical Division of the United Nations Secretariat, in cooperation with the World Bank, is working on a more user-friendly front window to its Compressed International Trade Database (COMTRADE) for international trade statistics. Efforts to improve the COMTRADE statistics are being made by the Statistical Division working with GATT, IMF, the World Bank, UNCTAD, the Organisation for Economic Co-operation and Development (OECD) and the Statistical Office of the European Economic Community (EEC). As with other actions directed at enhancing on-line access, a principal constraint is the availability of resources for database adaptation, systems work and servicing of a large body of users in an interactive mode.

10. Dissemination efforts based on CD-ROM technology are being undertaken at the United Nations by the Office of Legal Affairs of the United Nations Secretariat, which is studying the feasibility of putting the entire United Nations Treaty Series on CD-ROM. The Statistical Division, which increasingly is providing its databases in machine-readable form, has completed first-round testing of a prototype CD-ROM issue of the Statistical Yearbook, which comprises data from over 30 different statistical databases in the United Nations system. It is expected that the Statistical Yearbook CD-ROM will be released for general use and sale before the end of 1993.

11. The optical disk system being implemented by the Office of Conference Services of the United Nations Secretariat has reached the point where, from August 1993 forward, full text of all documents produced in Geneva and New York will be stored on-line. Now in its second phase of implementation, the optical disk system will become increasingly available to permanent missions to the United Nations of Member States in New York and Geneva, as the capacity of the system is gradually expanded to service a growing number of users.

12. The Department of Humanitarian Affairs of the United Nations Secretariat has an important responsibility for informing the international community about ongoing natural disasters and/or man-made emergency situations. For this purpose, situation reports and consolidated inter-agency appeals for humanitarian assistance are periodically issued by the Department of Humanitarian Affairs. The Department of Humanitarian Affairs has developed and operates a computer network, known as the United Nations International Emergency Network (UNIENET), to disseminate these documents and other related information (for example, bulletin boards and address directories) by electronic means.

13. UNCTAD has been very successful in the dissemination of personal computer (PC)-based information systems. Three years ago, jointly with the World Bank, UNCTAD disseminated its Trade Control Measures Information System through the System for Market Analysis and Restrictions to Trade (SMART) project. A pilot version of the Trade Analysis and Information System (TRAINS) was launched on a wide scale in May 1992, and this year an improved version of TRAINS, covering about 40 markets, will be available on CD-ROM.

14. Organizations from various Member States dealing with disaster management and the provision of humanitarian assistance have access to UNIENET and use it actively to correspond with and receive information from the Department of Humanitarian Affairs. Several other organizations have agreed to place additional information services on UNIENET and the number of network users, involving both industrialized and developing countries, is steadily growing. The permanent missions of Member States in Geneva are particularly interested in using the services offered by UNIENET.

15. Some of the databases of WHO are already available externally via telecommunications as well as on CD-ROM or diskette. For example, the WHO Library Information System Office of Library Health Literature Services in Geneva can be accessed remotely via telecommunications to obtain bibliographic information on WHO's documents and publications. For those Member States with access to public data networks, WHO's bibliographic information can be accessed at a reasonable cost.

16. WHO is about to undertake a collaborative effort in order to provide easier and cost-effective remote access for more of its databases, and will use INTERNET for this purpose. The first substantial use of INTERNET will be to provide external access to WHO's Mortality Database. This will require the redesign of the Mortality Database, which is to be done jointly with the consortium for the International Earth Science Information Network in the United States of America, for the purpose of structuring it within a client/server environment and of implementing a new user interface for it. The time needed to redesign and make available the Mortality Database via INTERNET is estimated to be one year because of the extensive work involved. Using the facilities available on INTERNET, WHO will begin to experiment with mechanisms for external access to other databases.

17. The use of CD-ROM technology to disseminate selected contents of WHO's databases is seen as a cost-effective means, for those Member States that do not have available affordable telecommunications facilities, to access this information. In Latin America, the Regional Office for the Americas is already disseminating selected bibliographic information on CD-ROM media to Member States. WHO is investigating the possibility of collaboration with other United Nations organizations in the pooling on a CD-ROM disk of some of their databases with those of WHO. Another possibility being investigated is to conclude a licensing agreement whereby a CD-ROM publishing firm would produce CD-ROM disks containing some of WHO's databases and WHO would be granted a certain level of free distribution of disks.

18. FAO coordinates two worldwide cooperative systems: AGRIS (International Information System for the Agricultural Sciences and Technology) and CARIS (Current Agricultural Research Information System). Member countries participate, on a voluntary basis, in national centres that are responsible for inputting country data into the system, and in turn they have access to information submitted by others. There are now 173 national, regional and international centres that are members of the AGRIS network and 135 that are members of CARIS.

19. AGRIS is available on-line via three major hosts - DIALOG (Dialog Information Services, Inc.), DIMDI (Deutsches Institut für Medizinische

Dokumentation und Information 1/) and ESA-IRS (European Space Agency Information Retrieval Service), and, in addition, the participating centres are entitled to receive, free of charge, the whole or part of the database on magnetic tape. All AGRIS participating centres have been receiving AGRIS CD-ROM disks free of charge, and FAO is providing training. AGRIS CD-ROM is also available at a very reasonable price and is offered at a 50 per cent discount to developing countries. The next step will be to make the CARIS database available on CD-ROM.

20. The FAO World Agricultural Information Centre (WAICENT) will become operational in December 1993. Launched in 1987, WAICENT was intended to provide FAO member Governments, research institutes, universities and private users with electronic access to a vast repository of information on agriculture, fisheries, forestry, nutrition and rural development. WAICENT will permit the streamlining of FAO's information-gathering and dissemination activities, enabling the Organization to shift resources to assist its member countries in enhancing the quality and availability of the information that they collect and process. WAICENT will make information available (initially in three languages - English, French and Spanish) in a variety of ways: through floppy disks, CD-ROM disks, mainframe tapes and on-line access.

21. FAO maintains a database of its publications and documents produced both at headquarters and in the field; and the production of this database on CD-ROM is planned, so as to facilitate access by Member States.

22. ILO was the first United Nations organization to computerize the holdings of its library. Initial attempts to increase availability of information centred around the International Labour Documentation (LABORDOC) database, which contains bibliographic information and abstracts describing the holdings of the library and all ILO publications and documents. LABORDOC has been installed, since the 1970s, on a number of commercial and non-profit hosts in order to provide easier and cheaper access for institutions in Member States.

23. ILO's main statistical database (LABORSTA) is available on-line at the International Computer Centre in Geneva; subsets are also available on diskette from the ILO's Bureau of Statistics, as are a number of specialized databases developed by the Bureau to expand the International Labour Office's knowledge base in areas in which regular reporting of national statistics is not yet feasible, for example, child labour, education levels and employment, wage differentials and poverty.

24. The statistical annex to the ILO's annual publication, the World Labour Report, is also available on diskette. ILO is examining the possibilities of disseminating all its statistical data through the Socioeconomic Timeseries Access and Retrieval System (STARS) package developed by the World Bank, as the use of a single package to disseminate data would make it easier for users in Member States to access data from the United Nations system as a whole.

25. The ILO International Occupational Safety and Health Information Centre (CIS) was organized in 1959 to collect and disseminate information that would contribute to the prevention of accidents and diseases in the workplace. Its bibliographic references now number 40,000. They have been available through public data networks for over 10 years and on compact disk for five. In the

last three years, CIS has engaged in capacity-building projects that have enabled appropriate institutions in many Member States to access a broad range of electronic sources, including those of ILO. CIS has national focal points in 70 countries, developing and industrialized; several of these provide access to data from CIS and other sources to users at national and regional levels.

26. ILO has recently published, in English, French and Spanish, a full-text database on international labour standards and their application (ILOLEX) on a single compact disk. ILOLEX contains 37,000 documents including ILO conventions and recommendations, the ILO Constitution and reports of committees charged with supervising the application of those documents. Other full-text databases, on CD-ROM or on diskette, will follow this first product. Efforts are under way to seek partners to support the installation of ILOLEX in all ILO member States.

27. In January 1992, UNESCO created a Clearing-House Centre, the main objective of which is to ensure wider, efficient and economical dissemination of UNESCO databases - on-line and on CD-ROM. The UNESCO bibliographic database (UNESBIB) is housed on two host systems: that of the Commission of the European Communities (ECHO) located in Luxembourg, and that of the International Development Research Centre (IDRC) in Canada. The only charges are for telecommunications costs. In 1993, UNESCO will issue a CD-ROM containing the updated versions of 10 different databases.

28. Industrial and technological information is actively being disseminated to United Nations Industrial Development Organization (UNIDO) member States, primarily through UNIDO's Industrial and Technological Information Bank (UNTIB), via a network of over 75 national and regional focal points designated by Member States. These operate a national network programme, permitting additional parties to utilize UNTIB information.

29. WIPO publishes its trade-mark registration information (Read-Only-Memory of Madrid Actualized Registry Information (ROMARIN)) on a monthly basis on CD-ROM, as well as a weekly bulletin on patent applications (ESPACE WORLD) and the International Patent Classification Cumulative and Linguistic Advanced Search System (IPC-CLASS), which contains, inter alia, the full text of the last three versions of the International Patent Classification. Future plans, of more direct interest to Member States, include making the texts of industrial property laws and treaties available on CD-ROM.

30. Once the Uruguay Round of multilateral trade negotiations is concluded and approval received from the contracting parties, GATT is planning to make available a selected series of documents and tariffs/trade-related information on-line as well as on CD-ROM.

31. The World Food Programme (WFP) is participating in the international Emergency Readiness and Response Information System coordinated by the Department of Humanitarian Affairs of the United Nations Secretariat within the framework of the International Decade for Natural Disaster Reduction. The purpose of the project is to provide States Members of the United Nations, and organizations and agencies of the United Nations system, as well as non-governmental organizations, with easy access to information on worldwide emergencies. Plans are under way for offering direct access to a basic database

networking with other databases such as the WFP International Food Aid Information System (INTERFAIS).

32. A PC software package, the Food Aid Information System (FAIS), was developed in 1992 for use in WFP country offices to monitor food aid flows from all sources. The system is compatible with and linked to the WFP INTERFAIS system operated by WFP headquarters. The FAIS system offers to food aid recipient countries direct access to computerized information previously stored exclusively at ICC in Geneva. WFP has also developed, together with UNDP and UNESCO, a common software package to register and share public information material (films, television programmes) that, on request, is made available to member States on PC diskettes.

33. Four of IMF's main databases are available in machine-readable form. Monthly computer tapes contain the economic time-series appearing in the corresponding publication, but generally with more extensive time coverage. The tapes contain three programmes for selecting and printing the time-series, along with documentation and instructions on how to retrieve the data and use the programmes. International Financial Statistics (IFS) is also available on CD-ROM, and shows a greater degree of precision in this format than in the printed issues.

III. ACTIVITIES THAT ADDRESS THE NEED FOR A CONTINUOUS FLOW OF INFORMATION

34. Consultations with representatives of Member States have highlighted the fact that in addition to the traditional information supplied by the various organizations and agencies of the United Nations system, missions have a need for the kind of information that cuts across agency lines and by its very nature undergoes constant revision. Such information includes press releases from all organizations and agencies, lists of documents issued, meeting schedules and agendas, text of resolutions and rosters of senior officials.

35. Because there is a need to coordinate the design and implementation of the collection in electronic form of this kind of information, the secretariat of ACCIS has included this item in the agenda of its seventh session, to be convened in Geneva in September 1993, where it can be fully discussed by representatives of all the organizations and agencies of the United Nations system.

36. Another activity undertaken in response to the needs expressed in Economic and Social Council resolutions 1991/70 and 1992/60 was the creation by ACCIS of a prototype information module on the United Nations system under the rubric UN-EARTH. This information, disseminated on diskette and made available on INTERNET by UNDP, is a snapshot of general information about each of the United Nations organizations and agencies. ICC, in collaboration with ACCIS, is exploring the possibility of putting this material on-line. It should be noted that at this time UN-EARTH is a prototype, and detailed planning and costing for the expansion and continuous updating of the information are not yet in place. Response to the prototype has been quite positive, and accentuates a need for up-to-date information on the organizations and agencies of the United Nations

system that cannot be provided by the usual printed directories, which are quickly out of date.

IV. ACTIVITIES THAT ADDRESS THE NEED FOR TRAINING

37. The United Nations Institute for Training and Research (UNITAR) has been especially responsive to the needs of missions for information and training. In October 1992, UNITAR sponsored a one-day forum in Geneva which was attended by more than 100 representatives of 56 permanent missions and 12 organizations and agencies. Representatives of the United Nations, from both Headquarters and Geneva, and of ICC, ACCIS, WIPO and ITU, gave presentations in a varied agenda that included such topics as the information requirements of the permanent missions to the United Nations, an overview of the role of telecommunications in accessing United Nations information systems, a profile of United Nations library, public information and statistical databases, profiles of ICC and the New York Computing Section, profiles of ITU and WIPO information systems, and the roles of ACCIS and UNITAR.

38. The second forum, chaired by a member of the diplomatic community and attended by 60 representatives of 40 missions and several organizations and agencies, took place in April 1993 and featured an introduction to INTERNET.

39. The April 1993 forum also included an introduction to the Telecommunications Information Exchange Services system (TIES) of ITU, which has provided several telecommunications services to the Geneva diplomatic community. In addition to access to INTERNET, this system, established for internal use in ITU, includes access to ITU databases, document exchange via e-mail, file transfer, and videotex-style information such as the ITU directory of telecommunications organizations and telecommunications terminology.

40. UNITAR has designed a training programme for missions that focuses on computer literacy and access and the use of United Nations information systems. These courses on computer literacy commenced in Geneva in June 1993 in cooperation with ITU, ICC and other United Nations organizations and agencies of the United Nations system, and the Pace University Computer Learning Center in New York. Plans are being finalized to accommodate the various needs and levels of proficiency of the permanent missions to the United Nations. Training in New York is expected to commence in September 1993.

41. The Dag Hammarskjöld Library at United Nations Headquarters in New York and the library at the United Nations Office at Geneva regularly offer training programmes for missions and other users desiring access to the United Nations Bibliographic Information System (UNBIS) housed at ICC in Geneva and at the New York Computer Section in New York.

42. UNCTAD provides on-site training in the installation, operation and management of various software packages, notably the Automated System of Customs Data Entry, Control and Management (AYSCUDA) and SMART. (On each of these two, over 40 courses have been given.) In addition to presenting these courses in Member States, UNCTAD has organized similar sessions in Geneva for representatives of permanent missions to the United Nations and other officials of developing countries.

V. ACTIVITIES THAT ADDRESS THE NEED FOR USER-FRIENDLY, EASY ACCESS

43. In an effort to provide a simplified, one-step procedure by which missions in Geneva can gain access to both ICC and the New York Computer Section (NYCS), it has been agreed that ICC will act as the contact point for NYCS users in Geneva. To facilitate this, NYCS has provided ICC with 50 generic user identifications for missions that request NYCS access, and the ICC help desk has been given authority to reset passwords for Geneva missions. When a mission in Geneva requests information concerning access to NYCS, ICC manages the entire process. A brief tutorial is given on how to access the NYCS system and user guides for the main NYCS-housed databases are distributed. Once a mission has access to the systems, the ICC help desk continues to function as the Geneva focal point for questions regarding both NYCS and ICC usage.

44. Because 21 organizations and agencies are already full participants, and because ICC houses many of the databases to which Member States desire access, ICC is logically a critical node in the United Nations system, providing a natural focal point for implementation of such desiderata as a single gateway to the many information systems in the United Nations family.

45. The United Nations is planning to support the provision of a single gateway facility, which, with a clear, non-technical menu system, should simplify access not only to databases, but also to other facilities, such as e-mail and bulletin boards, that are critical to meeting the goal of easy, user-friendly access. Provision of a gateway facility can be addressed in several different ways, and the United Nations intends, during the 1994-1995 biennium, to actively pursue implementation, commencing with identification and securing of the resources needed to proceed with full development.

VI. NEED FOR POLICY COORDINATION

46. It has become apparent that activities to date have been limited and rather uncoordinated, owing to the fact that there is not an appropriate coordinating mechanism at present among the various organizations and agencies of the United Nations system. Recognizing this, the Advisory Committee on Coordination (ACC) has created a senior-level task force to identify policy issues relating to coordination in the area of information. The task force has been charged, in light of its policy recommendations, to propose appropriate mandates, structures and secretariat arrangements for ACCIS and ICC. The task force will review and make policy recommendations on the general requirements for dissemination and exchange of information between Member States, including their permanent missions to the United Nations, and both the United Nations and the organizations and agencies of the United Nations system, and the rest of the United Nations system. In addition, the task force will concern itself with ways and means of harmonizing and improving United Nations information systems for optimal utilization and accessibility by all States Members of the United Nations and organizations of the United Nations system, including inter-agency cooperation in the shared use of existing or planned information technology expertise and facilities. The task force report will be presented to ACC at its second regular session of 1993, to be held in October. Once the mandates of ACCIS and ICC have been modified to reflect the technological advances that have

occurred since each was established, the inter-agency infrastructure will be in place to ensure that the implementation of the above-mentioned Economic and Social Council resolutions no longer takes place piecemeal, but rather in a coordinated, phased approach.

Notes

1/ German Institute for Medical Documentation and Information.

UNITED NATIONS

E

Economic and Social Council

Distr.
GENERAL

E/1993/87
14 June 1993

ORIGINAL: ENGLISH

Substantive session of 1993
Geneva, 28 June-30 July 1993
Item 1 of the provisional agenda*

ADOPTION OF THE AGENDA AND OTHER ORGANIZATIONAL MATTERS

Requests from non-governmental organizations for hearings

Report of the Committee on Non-Governmental Organizations

1. The Committee on Non-Governmental Organizations, acting in accordance with Economic and Social Council resolution 1296 (XLIV) and rule 84 of the Council's rules of procedure, met at United Nations Headquarters on 11 June 1993 under the chairmanship of Ruth S. Limjuco (Philippines) to hear requests from non-governmental organizations in category I consultative status for hearings by the Council or its sessional committees in connection with items on the Council's agenda.

2. The Committee decided to recommend that the organizations listed below be heard under the agenda items indicated:

CONFERENCE OF NON-GOVERNMENTAL ORGANIZATIONS IN CONSULTATIVE STATUS WITH THE ECONOMIC AND SOCIAL COUNCIL

(The Conference includes non-governmental organizations in categories I and II and on the Roster)

Item 10:	Non-governmental organizations	Plenary

INTERNATIONAL CHAMBER OF COMMERCE

Item 15:	Development and international economic cooperation	Economic Committee

* E/1993/100.

INTERNATIONAL CONFEDERATION OF FREE TRADE UNIONS (ICFTU)		
Item 9:	Sustainable development	Plenary
Item 10:	Non-governmental organizations	Plenary
Item 15:	Development and international economic cooperation	Economic Committee
Item 18:	Human rights questions	Social Committee
Item 19:	Advancement of women	Social Committee
Item 20:	Social development	Social Committee
INTERNATIONAL COOPERATIVE ALLIANCE		
Item 20:	Social development	Social Committee
INTERNATIONAL COUNCIL ON SOCIAL WELFARE		
Item 10:	Non-governmental organizations	Plenary
Item 15:	Development and international economic cooperation:	Economic Committee
	(k) Effective mobilization and integration of women in development	
Item 20:	Social development	Social Committee
INTERNATIONAL COUNCIL OF VOLUNTARY AGENCIES		
Item 2:	Coordination of the policies and activities of the specialized agencies and other bodies of the United Nations system related to the following themes:	Plenary
	(a) Coordination of humanitarian assistance: emergency relief and the continuum to rehabilitation and development;	
	(b) Coordination of the activities of the United Nations system in the fields of preventive action and intensification of the struggle against malaria and diarrhoeal diseases, in particular cholera	
Item 10:	Non-governmental organizations	Plenary
Item 20:	Social development	Social Committee

INTERNATIONAL FEDERATION OF ASSOCIATIONS OF THE ELDERLY (FIAPA)		
Item 20:	Social development	Social Committee
INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES*		
Item 2:	Coordination of the policies and activities of the specialized agencies and other bodies of the United Nations system related to the the following themes:	Plenary
	(a) Coordination of humanitarian assistance: emergency relief and the continuum to rehabilitation and development;	
	(b) Coordination of the activities of the United Nations system in the fields of preventive action and intensification of the struggle against malaria and diarrhoeal diseases, in particular cholera	
Item 8:	Strengthening of international cooperation and coordination of efforts to study, mitigate and minimize the consequences of the Chernobyl disaster	Plenary
Item 9:	Sustainable development	Plenary
Item 15:	Development and international economic cooperation:	Economic Committee
	(f) Population questions	
	(m) Prevention and control of AIDS	
Item 19:	Advancement of women	Social Committee
INTERNATIONAL MOVEMENT ATD FOURTH WORLD		
Item 10:	Non-governmental organizations	Plenary
Item 18:	Human rights questions	Social Committee
Item 20:	Social development	Social Committee

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* Formerly known as League of Red Cross and Red Crescent Societies.

INTERNATIONAL ORGANIZATION OF CONSUMERS UNIONS		
Item 4:	Coordination questions:	Plenary
	(e) Multisectoral collaboration on tobacco or health	
Item 9:	Sustainable development	Plenary
Item 10:	Non-governmental organizations	Plenary
Item 15:	Development and international economic cooperation:	Economic Committee
	(b) Food and agricultural development	
	(d) Transnational corporations	
	(h) Environment	
	(j) Transport of dangerous goods	
	(k) Effective mobilization and integration of women in development	
Item 18:	Human rights questions	Social Committee
Item 19:	Advancement of women	Social Committee
INTERNATIONAL ORGANIZATION OF EMPLOYERS		
Item 20:	Social development	Social Committee
INTERNATIONAL UNION OF LOCAL AUTHORITIES (IULA)		
Item 9:	Sustainable development	Plenary
Item 10:	Non-governmental organizations	Plenary
Item 15:	Development and international economic cooperation:	Economic Committee
	(g) Human settlements	
	(l) Economic and technical cooperation among developing countries	
Item 20:	Social development	Social Committee

INTERNATIONAL YOUTH AND STUDENT MOVEMENT FOR THE UNITED NATIONS (ISMUN)		
Item 9:	Sustainable development	Plenary
Item 10:	Non-governmental organizations	Plenary
INTER-PARLIAMENTARY UNION		
Item 18:	Human rights questions	Social Committee
Item 19:	Advancement of women	Social Committee
IPS - INTER PRESS SERVICE INTERNATIONAL COOPERATIVE		
Item 20:	Social development	Social Committee
SOROPTIMIST INTERNATIONAL		
Item 10:	Non-governmental organizations	Plenary
WORLD FEDERATION OF TRADE UNIONS (WFTU)		
Item 15:	Development and international economic cooperation	Economic Committee
Item 18:	Human rights questions	Social Committee
Item 20:	Social development	Social Committee
WORLD FEDERATION OF UNITED NATIONS ASSOCIATIONS (WFUNA)		
Item 10:	Non-governmental organizations	Plenary
WORLD MUSLIM CONGRESS		
Item 9:	Sustainable development	Plenary
ZONTA INTERNATIONAL		
Item 10:	Non-governmental organizations	Plenary
Item 19:	Advancement of women	Social Committee

UNITED
NATIONS

E

Economic and Social Council

Distr.
GENERAL

E/1993/88
15 June 1993
ENGLISH
ORIGINAL: SPANISH

Substantive session of 1993
Geneva, 28 June-30 July 1993
Item 13 of the provisional agenda*

REPORT OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

Note verbale dated 3 June 1993 from the Permanent Mission of Spain to the United Nations addressed to the Secretary-General

The Permanent Mission of Spain to the United Nations presents its compliments to the Secretary-General of the United Nations and has the honour to request the Economic and Social Council to consider, under the provisional agenda item for the Council's substantive session of 1993 entitled "Report of the United Nations High Commissioner for Refugees", the membership of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees.

The growing wave of refugees and displaced persons (18 million refugees throughout the world and an equivalent number of persons displaced within their own borders) raises new challenges for the international community, particularly in Africa and Europe. In Europe, the armed conflict in the former Yugoslavia has caused suffering on a scale not seen since the Second World War, forcing the displacement of more than three million people. Spain's growing participation in the various operations and programmes of the Office of the United Nations High Commissioner for Refugees (UNHCR), which has a branch at Madrid, and the level of the Spanish contribution to UNHCR in recent years, makes Spain's inclusion in the Executive Committee advisable, in the view of the Spanish authorities.

The Spanish Government trusts that the Economic and Social Council will recommend the expansion of the Executive Committee in order to reflect, in particular, the importance which it attaches to the question of refugees and displaced persons in Europe and Spain's firm commitment to and participation in the search for lasting solutions to that problem.

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* E/1993/100.

93-35031 (E) 010793 010793 060793

UNITED
NATIONS

A E

General Assembly
Economic and Social Council

Distr.
GENERAL

A/48/210
E/1993/89
18 June 1993
ENGLISH
ORIGINAL: ARABIC/CHINESE/
ENGLISH/FRENCH/
RUSSIAN/SPANISH

GENERAL ASSEMBLY
Forty-eighth session
Item 115 (b) of the preliminary list*
HUMAN RIGHTS QUESTIONS: HUMAN RIGHTS QUESTIONS, INCLUDING ALTERNATIVE APPROACHES FOR IMPROVING THE EFFECTIVE ENJOYMENT OF HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS

ECONOMIC AND SOCIAL COUNCIL
Substantive session of 1993
Item 4 (d) of the provisional agenda**
COORDINATION QUESTIONS: QUESTION OF A UNITED NATIONS YEAR FOR TOLERANCE

Question of a United Nations year for tolerance

Note by the Secretary-General

The Secretary-General has the honour to transmit to the General Assembly and the Economic and Social Council, pursuant to Assembly resolution 47/124 of 18 December 1992, the report of the Director-General of the United Nations Educational, Scientific and Cultural Organization (UNESCO) containing his suggestions on the observance of the United Nations year for tolerance (see annex). Attached to the report of the Director-General are a draft declaration on tolerance (appendix I), information on the activities of UNESCO in its fields of competence (appendix II) and decision 5.4.3 of the UNESCO Executive Board (appendix III).

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* A/48/50.

** E/1993/100.

ANNEX

Report of the Director-General of the United Nations Educational, Scientific and Cultural Organization on the question of a United Nations year for tolerance

I. INTRODUCTION

1. The idea of making 1995 a year for tolerance was put forward by the General Conference of the United Nations Educational, Scientific and Cultural Organization (UNESCO) at its twenty-sixth session, in its resolution 5.6, in which the Director-General was invited, in particular, to examine, in consultation with the United Nations, the appropriate arrangements for declaring 1995, which is the fiftieth anniversary of UNESCO, United Nations year for tolerance, and to prepare a declaration on tolerance that might be discussed and possibly adopted on that occasion.

2. The consultations with the United Nations led to the adoption by the General Assembly of resolution 47/124, on 18 December 1992. The Assembly welcomed the proposal and requested the Director-General of UNESCO to prepare, in cooperation with other interested organizations, his suggestions on the observance of the United Nations year for tolerance and to submit them to the Assembly at its forty-eighth session, through the Economic and Social Council.

3. In pursuance of that resolution, the Division of Philosophy and Ethics of UNESCO has been made responsible for coordinating the activities of the organization and for preparing a document on the events planned for the year, and a decision has been taken to set up an intersectoral working group. Owing to the very nature of the issue and the diversity of the fields of knowledge and action that it involves, all areas of the programme will play a part in the task of preparation and implementation, for which the experience and competence of other United Nations organizations will also be needed.

4. The year 1995, year for tolerance, will also mark the fiftieth anniversary of the United Nations. The aim will be not merely to celebrate the anniversary of the United Nations, but also to reacquaint ourselves with the reasons that presided over its birth. The year 1995 is above all the fiftieth anniversary of a resolution solemnly adopted by the peoples of the United Nations (they were united by that joint resolution) so that the events which had "brought untold sorrow to mankind" (Charter of the United Nations), during "the great and terrible war [...] made possible by the denial of the democratic principles of the dignity, equality and mutual respect of men, and by the propagation, in their place, through ignorance and prejudice, of the doctrine of the inequality of men and races" (Constitution of UNESCO), might never recur.

5. The Secretary-General of the United Nations expresses the hope, in "An Agenda for Peace" (A/47/277-S/24111), that the present phase of renewal of this Organization should be complete by 1995. UNESCO can play the role incumbent upon it by launching, through other United Nations organizations, the Member States, the intellectual community and international public opinion, a movement of analysis and discussion on the deep-seated implications of the reorganization of political patterns, the transformation of ways of life, the worsening of

economic disparities, the great strides made in the scientific field and the social and cultural shock-waves set off by those upheavals. The practice of tolerance is all the more indispensable in an interdependent and more democratic world, where differences are freely expressed.

II. DIRECTIONS CHOSEN

6. It should be noted first of all that, while the concept of tolerance is controversial, the practice of tolerance is not. In the Preamble to the Charter of the United Nations the stated goal is indeed "to practise tolerance" for the maintenance of peace, justice, respect for human rights and the promotion of social progress. Tolerance can exist in its most active form only in a setting in which human dignity and civil liberties are respected.

7. The appeal for tolerance made by the Director-General on 8 February 1993 at Los Angeles was addressed explicitly to all the world's heads of State and Government, to ministers and officials responsible for education at all levels, to mayors of all cities, towns and villages, to all teachers, to religious communities, to journalists and to all parents.

8. The purpose of that appeal is to ensure, primarily, that tolerance becomes an attitude inherent in the mind of each and every individual, but also that it is incorporated in the provisions governing social and political interactions which regulate and shape the bonds linking individuals. The issues therefore have practical applications in the fields of international law, social institutions, justice, education, culture and communication, and they all converge on the key issue of the ethics of shared responsibility.

9. Taking this as a starting-point, the activities of UNESCO in the context of the year for tolerance can be organized on the following lines:

(a) To renew international agreement on tolerance using the founding principles of the United Nations system as a basis. Such agreement might take the form of a solemn declaration, as suggested by the General Assembly. A meeting of international experts, held at Istanbul on 16 and 17 April 1993, has prepared a preliminary draft declaration on tolerance for submission to the Assembly (appendix I). Drafted as it has been by jurists, philosophers, religious representatives and sociologists, it should enlist the support of Member States. It is important that this text receive extensive media coverage and that the signatories of the United Nations Charter - i.e., the Governments themselves - be responsible for giving it a high profile;

(b) To foster broad participation by individuals, institutions and States by launching a common debate on the theoretical framework of a new, universally accepted concept of tolerance, and on the means of reinforcing it in practical terms within social systems;

(c) To promote tolerance through education by pointing out the key role of a type of education based on the exchange and free flow of ideas, and to support specific measures fostering the shaping of free and open-minded individuals capable of listening and being receptive to the opinions of others;

(d) To reinforce communication and freedom of expression by contributing to the maintenance or the creation of communication systems conducive to the exchange and free flow of information and opinions; to urge the media to combat discrimination and marginalization, working on the assumption that tolerance can exist in its most active form only in a setting in which human dignity and civil liberties are respected;

(e) To facilitate the transition to a culture of tolerance by reinforcing mutually beneficial multilateral cultural and scientific projects.

III. PRACTICAL PROCEDURES

10. The proclamation of international years is governed by Economic and Social Council resolution 1980/67 of 25 July 1980, which lays down criteria and procedures concerning proposals for international years. The procedures prescribed by the Economic and Social Council to regulate the proclamation and organization of international years may be summarized as follows:

(a) There should be a period of two years between the proclamation of an international year and the beginning of that year;

(b) Proposals for international years should, before the proclamation of the years, be brought to the attention of the Economic and Social Council to enable it, in so far as the proposals fall within its competence, to advise on them;

(c) A final decision on a proposal for an international year should be taken by the General Assembly, not earlier than one full year after the introduction of the proposal, thus allowing all Member States and competent organs to express their views on the subject;

(d) An international year should not be proclaimed until all the necessary arrangements have been made, particularly as regards financing, which should in principle be based on voluntary contributions;

(e) Measures and activities at the international level should complement and support measures and activities undertaken at the national level; there should be appropriate mechanisms for the year at the national level;

(f) There should be effective coordination of the activities of all United Nations organizations and bodies concerned;

(g) An international year should not lead to a proliferation of posts in the Secretariat and expenditure should normally be met through the regular budgets; any special secretariats established for the celebration of international years should be dissolved immediately upon the conclusion of those years.

11. The action of UNESCO within the framework of the implementation of the programme for the United Nations year for tolerance is described in appendix II. It will be the responsibility of the intersectoral working group to coordinate its activities.

12. To that end, a synoptic timetable will be drawn up, covering all activities to be carried out as part of the year for tolerance by all UNESCO sectors and units, including the International Bureau of Education. The intersectoral group will also be required to give consideration to the complementary nature of the various activities and to ways of enhancing their results.

13. To date, the Director-General and the secretariat of UNESCO have requested other organizations within the United Nations system, intergovernmental and non-governmental organizations and regional offices to submit contributions suitable for inclusion in a synoptic document outlining all the activities to be carried out in the course of the year.

14. The Director-General will subsequently, through the national commissions, invite all Member States, as part of the observance of the international year for tolerance, to implement projects promoting a spirit of intercommunity coexistence and inter-religious and intercultural dialogue, by seeking appropriate funding for these actions.

IV. CONCLUSION

15. If it considers it appropriate, the Executive Board may wish to adopt the following decision:

The Executive Board,

1. Having examined the Director-General's report on the proclamation of the United Nations year for tolerance (141 EX/17),

2. Recalling resolution 5.6 adopted by the General Conference at its twenty-sixth session,

3. Takes note of resolution 47/124 adopted by the United Nations General Assembly at its forty-seventh session;

4. Invites the Director-General to continue his efforts, in close cooperation with the Secretary-General of the United Nations, the relevant bodies of the United Nations system, non-governmental organizations and Member States, in order to draw up a plan of action for 1995, United Nations year for tolerance;

5. Endorses the preliminary draft declaration on tolerance drawn up by the meeting of international experts, held at Istanbul on 16 and 17 April 1993, and invites the Director-General to continue to conduct broad-based international consultations with a view to drafting a text which will be submitted to the United Nations General Assembly for official adoption at the beginning of the year;

6. Also invites the Director-General to submit suggestions regarding the celebration of the year for tolerance to the United Nations General Assembly at its forty-eighth session, through the Economic and Social Council.

APPENDIX I

Draft declaration on tolerance*

As the past shows only too well, no society, whatever its system of values, can lay claim to the virtue of being intrinsically tolerant; conversely, no society can be accused of being always intolerant.

People need their beliefs. Today, however, a new form of solidarity is required, a life more closely bound up with others, and we must therefore take greater care than ever before to ensure that our convictions do not lead to patterns of behaviour that exclude others. It is essential to understand that, while all are equal in dignity, all are different in terms of their talents, convictions and beliefs, and these differences are a factor of enrichment for every individual and for civilization as a whole, provided that all citizens are assured of opportunities for political, cultural, economic and social dialogue and participation at all levels of public life.

Herein lies the challenge for the present and the future.

We are aware that we all have a responsibility for a better planetary order, that involvement for the sake of human rights, freedom, justice, peace and the preservation of the earth is possible and necessary; that our different religious and cultural traditions must not prevent our common involvement in opposing all forms of inhumanity and working for greater humaneness; that the principles expressed in this Declaration can be affirmed by all humans with ethical convictions religiously grounded or not.

After the end of the cold war, humanity has entered a new phase of its history. Humanity today possesses sufficient economic, cultural and spiritual resources to introduce a better planetary order. New ethnic, national, social and religious tensions, however, threaten the peaceful building of a better world. Our time has experienced greater technological progress than ever existed before, and yet we are faced with the fact that world-wide poverty, hunger, death of children, unemployment, misery and the destruction of nature have not abated but increased. Many people are threatened with economic ruin, social disarray, political marginalization and national collapse.

In such a critical situation humanity needs not only political programmes and actions, but also a vision of a peaceful living together of human beings, ethnic and ethical groupings, and religions; it needs hopes, goals, ideals, standards. Yet these have slipped from the hands of people all over the world. This is especially true in the contemporary world, because where a modern State effectively guarantees freedom of conscience, it needs a common endeavour to seek values to implement convictions and norms that are valid for all humans regardless of their social origin, skin colour, language or religion.

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* Adopted at the meeting of international experts held at Istanbul on 16 and 17 April 1993.

We all know that, now as before, all over the world, women and men are treated inhumanely or in a degrading way. They are robbed of their freedom and their opportunities; their human rights are trampled underfoot; their human dignity is disregarded. But might does not make right. In the face of all inhumanity our convictions demand that every human being must be treated humanely.

That means that every human being without distinction of sex, age, race, language, religion, political view, or national or social origin - possesses an inalienable and untouchable dignity. Everyone, individuals as well as the State, is therefore obliged to honour this dignity and guarantee its effective protection. Humans as individuals or communities must always be the subjects of rights; they must be ends, never mere objects of commercialization and industrialization in economics, politics and media, in research institutes and industrial undertakings. Moreover, in our age, no human being, no social class, no interest group, no power cartel and likewise no State stands beyond good and evil.

The world as it stands is not perfect and, in all probability, never will be. Violence, death and intolerance can only make it a more cruel and a darker place. There is no alternative to tolerance, which, while by no means solving all the problems, can enable us to tackle them in a spirit of open-mindedness, progress and peace.

The following conditions must be fulfilled if these requirements are to be met: tolerance on the part of each and every one means an attitude devoid of arrogance in relations between the generations, the sexes, individuals and communities, and between the human race and nature.

Educational programmes and systems must be developed in order to prepare future generations for life in our changing multicultural societies.

Every individual must receive at the earliest possible age the kind of intellectual training that will provide the basis for free, modest and responsible judgement. School textbooks must be purged of prejudice and resentment with regard to other peoples. A new approach must be introduced to the ethics and values embodied by the various religions. Thus we shall have laid essential foundations for the establishment of a culture of tolerance.

In the sphere of communication and the mass media, Governments, institutions and individuals, becoming aware of their vast powers, must assume the responsibilities incumbent on them for shaping people's attitudes in present-day societies and must measure the impact of their message on individual and group behaviour.

Different peoples must be encouraged to learn about one another through contemporary forms of artistic expression in order to avoid tenacious prejudices and ingrained stereotypes.

All pleas for tolerance will remain a dead letter unless equitable representation for all is secured at both the national and the international level, unless opportunities for free discussion are established, and unless

arbitration and review bodies are set up to ensure the peaceful resolution of disputes.

We must therefore open up paths leading to new forms of solidarity and to hitherto unexplored opportunities for words and action.

Tolerance must be the new name of peace.

APPENDIX II

Activities of UNESCO in its fields of competence

A. Celebration: renewing world agreement on tolerance

1. Tolerance is not an attitude of neutrality or indifference, but a resolute standpoint which derives its meaning from what lies beyond it, namely, what is intolerable. The celebration of 1995 should provide an opportunity to rediscover why tolerance exists, why the United Nations system exists, and forcefully to reaffirm their underlying principles at a time when post-war political systems are in a state of transformation or disintegration.

2. Religious leaders should also be mobilized to proclaim together, transcending differences of dogma and the rise of fanaticism, the common message of religions.

3. Another question concerns the role of intellectuals in new thinking about the foundations of tolerance. Is a universal form of tolerance conceivable?

B. Encouraging broad participation by individuals, institutions and Member States

Selective analyses and recommendations

4. A series of studies in 1994-1995, in different regions, with the assistance of the regional offices of UNESCO on the theme "the multiple origins of intolerance" (ethnic, political, social, economic and cultural).

5. The organization of a series of workshops on the theme "religions and tolerance". The workshops might be organized in cooperation with the relevant institutions. This series of workshops will be followed by the organization of a large summing-up meeting on the theme "inter-religious dialogue, tolerance and the peaceful settlement of conflicts".

6. The organization at regular intervals (quarterly) of discussion groups on ways and means of strengthening tolerance within the workings of the social structure. These groups, which will be organized in cooperation with the competent non-governmental organizations (the International Social Science Council, the International Council for Philosophy and Humanistic Studies, and organizations representing the major philosophical and religious movements) and the concerned United Nations bodies (the World Health Organization, the Office of the United Nations High Commissioner for Refugees, the International Labour Organisation) and national commissions, should yield concrete recommendations for use by occupational branches.

Mobilization of the intellectual community and sensitization of the general public

7. Mobilization of research and intellectual cooperation on matters of intercommunity and intercultural coexistence and ways of fostering a spirit of tolerance. Regional meetings will, in particular, be aimed at examining the

causes and the new forms of expression of violence and discrimination, and at formulating recommendations for social actors and decision makers. It is planned to hold a conference on tolerance in the United States of America in 1995, in cooperation with the Simon Wiesenthal Centre and the United Nations. The inaugural symposium of the new International Centre for Human Sciences at Byblos, Lebanon, in 1995, will also be devoted to tolerance.

8. Activities to encourage behaviour which expresses solidarity and responsibility, especially among young people, by involving them in the defence of the values underlying international action, in the context of problems which concern them (such as the mobile Charter in the context of the One against AIDS operation, in cooperation with the UNESCO Clubs and Associated Schools).

9. To promote awareness in individuals and the public at large about the dangers posed by the resurgence of intolerance in everyday life, exhibitions and various publications for the general public have been planned.

C. Promotion of tolerance through education

10. Activities will be aimed at promoting values related to intercultural and international understanding, tolerance and dialogue. Those values will be emphasized in the implementation of an international project to develop guidelines for intercultural/multicultural education, including regional campaigns in secondary schools to foster intercultural understanding.

11. The objectives of the year for tolerance will occupy a central place in the preparation of the 1994 International Conference on Education, concerning the promotion and perspectives of education for international understanding. Particular attention will be given to problems of tolerance in considering the revision of the 1974 Recommendation concerning Education for International Understanding, Cooperation and Peace, and Education relating to Human Rights and Fundamental Freedoms, and during the preparation of a declaration on international education at the 1994 Conference.

12. Within the framework of the Associated Schools Project, special awards for tolerance will be a focal point in a number of activities, such as the preparation of pilot teaching material on conflict situations; a subregional post-conflict children's forum on peace, democracy and cultural identity; and emergency aid campaigns, for instance through UNESCO Clubs.

13. Education for refugees is to be considered among actions against intolerance. Assistance is currently being supplied to Cambodia, Somalia and the countries of the former Yugoslavia, all of which are suffering emergencies due to intolerance.

14. Ideas concerning tolerance are developed in several current and projected activities of the International Bureau of Education, particularly in follow-up activities to the forty-third session of the International Conference on Education (theme: "the contribution of education to cultural development") and activities associated with preparations for the forty-fourth session of the Conference (October 1994; theme: "appraisal and perspectives of education for international understanding").

15. At its forty-fourth session the Conference will adopt a policy declaration signed by ministers of education and reflecting (1) general agreement to foster national plans focusing on the promotion of tolerance, understanding and respect for all without distinction in respect of race, religion or political opinion, and (2) a condemnation of all manifestations of xenophobia, racism and other forms of violence.

16. The 1993 International Yearbook of Education (vol. XLIV) will enlarge on a number of contributions, including some relating to tolerance that were made at the forty-third session of the Conference.

17. A comparative study of the role of education in promoting cultural and international understanding by concentrating on the development of the individual, carried out in collaboration with the World Council of Comparative Education Societies and other non-governmental organizations, is scheduled for publication in early 1994.

18. The International Bureau of Education will join the World Council of Comparative Education Societies and the University of Pittsburgh in the execution of a joint project entitled "Educating the individual for a durable peace: challenges and commitments in changing social conditions".

19. In 1994 a special issue of Educational Innovation and Information will be devoted to the development of syllabuses for teaching on tolerance.

D. Strengthening communication and freedom of expression

20. The strategy in the field of communication for strengthening the practice of tolerance is based on three general lines of action.

21. The first is to wage war on all forms of discrimination and marginalization by working on activities aimed at providing minorities with better access to systems of communication. This general line of action encompasses activities for giving minorities greater access to information and helping them to participate more in communication systems. Several types of action could be taken:

(a) Development and support of the endogenous production of programmes and material reflecting the national or local socio-cultural environment;

Proposed action:

(i) The endogenous production of films and video tapes, on inter-ethnic and intercultural themes, aimed at promoting better understanding between individuals of the same society and those of different societies;

(ii) The institution of a UNESCO prize for the best artistic or documentary production promoting values or practices of tolerance and produced with local resources;

(b) Strengthening of activities on behalf of target groups with a view to reflecting their real participation and improved integration in development;

Proposed action:

(i) The creation or strengthening of alternative media such as community, rural or target-based radio, television and press organs in order to enable groups such as ethnic refugees, migrants, the handicapped and other minorities to participate more effectively in information systems;

(ii) Action to help women play a more active part in the processes of communication and, more generally, in social, economic, political and cultural life, through:

the strengthening of networks of women working in communication;

the development of vocational training;

the organization of an international symposium on women and decision-making in the media.

22. The second general line of action is to strengthen freedom of information and expression by promoting dialogue with the international professional community. This line of action relates to activities aimed at promoting freedom of information and expression through existing networks of associations of communicators and professional media organizations that "watch over" the observance of the fundamental freedoms, especially the pluralism and independence of the media.

Proposed action:

Strengthening the machinery of cooperation with national, regional and international non-governmental organizations working in the field of the freedom of information, such as the International Federation of Newspaper Publishers, the International Federation of Journalists, the International Press Institute, Article 19, Index and Censorship, the West African Journalists' Union, Reporters without Borders and the Committee to Protect Journalists, through:

seminars on the promotion of pluralist and independent media in Latin America and in the Arab States;

an IFEX clearing-house to monitor observance of the freedom of information through an electronic network among non-governmental organizations and the establishment of regional media centres;

making diplomatic approaches to Governments, in concert with non-governmental organizations, when freedom of information comes under attack (by the harassment of journalists, seizing of newspapers, etc.).

23. The third general line of action is to further international understanding and mutual knowledge by strengthening both the machinery for cooperation and exchanges of information among communication professionals and databases and networks. The aim of this line of action is to develop "communication for peace", that is to create a "peace consciousness" for the purpose of preventing armed conflict or, in wartime, to set up a movement towards reconciliation.

Proposed action:

(a) Communication as a means of prevention of war and preservation of a peace consciousness: the subjects of human rights and tolerance will be introduced into the professional curricula of journalists and students of communication - including the curricula of UNESCO chairs in communication;

(b) Communication, a tool for the resolution of armed conflicts of an ethnic, cultural and social nature: action will be taken to prevail upon the major international information media, and through them the public, to oppose recognized cases of collective incitement to racial hatred. As part of UNESCO support for United Nations peace-keeping and peace-consolidation missions, concerted action with professional media organizations will be taken to help local media whose independence and concern for objectivity are under threat or, where appropriate, help establish such media in areas of armed conflict or in the immediate aftermath of war.

24. In addition, the UNESCO Publishing Office intends to issue La Tolérance, the French version of an anthology containing passages from over 200 authors from all periods and from various cultures. It is working on the preparation of an anthology of authors from the former Yugoslavia entitled Suis-je le gardien de mon frère? It is a work of great ethical and literary value that appeals for tolerance and will be produced in cooperation with International PEN in the collection of representative works.

E. Easing the transition towards a culture of tolerance

25. The promotion of a culture of tolerance is based on a two-pronged approach: dismantling the machinery by which exclusions are generated and highlighting the common values that draw human groups closer together.

26. It is common knowledge that ethnic and other stereotypes occur repeatedly and almost automatically on the basis of the observation and indiscriminate amalgamation of differences. The "other" is not like us: he or she does not look or act as we do, eat the same food, or follow the same conventions of dress. These are only some of the most immediately noticeable characteristics of cultural diversity in the anthropological sense, which covers the spiritual, religious, philosophical and behaviourial aspects of collective and individual value systems.

27. A basic education programme in tolerance should begin with the comparative study of rudimentary values. Such a study could consist in inventorying every foodstuff that is authorized or forbidden and considered healthy or unhealthy, good or bad, using an analytical grid featuring religious, regional, social and other parameters. The results could serve as a starting-point for an approach

challenging systems of reference that are rarely given a second thought. In short, before asking ourselves whether or how we will be tolerant, we should determine whether or how we ourselves are tolerated.

28. The purpose of learning about social and cultural practices is not to promote greater ethnic differentiation of cultures: in fact, the observance of cultural specificities, when elevated into a principle, is most likely to lead to an insidious form of racism.

29. It would be appropriate to develop further the research that in 1974 led UNESCO to publish an anthology on tolerance by inventorying the symbolic wealth shared by all of humankind. This research should be applied to its programmes concerning democracy, human rights and peace as an endeavour to perceive the main lines of cultural convergence transcending the behavioural differences that harden into ethnic or other stereotypes.

30. The strategy of recapturing an ideal of tolerance should not be limited to a few "flashpoints". It is of relevance to all countries, and UNESCO should not dwell overmuch on the existence of a small minority of countries (10 or 12) reputed to be "integrated" by political scientists. Although special programmes can be adapted to specific environments, it is of the utmost urgency to apply a more general form of action to large cities, which themselves are hotbeds of intolerance and whose suburbs and shanty towns are ghettos in the making. Programmes suitable for countries hosting foreign immigration and endogenous migration should be drawn up in the light of the experience of the past decade.

31. On the basis of existing or future case-studies, UNESCO could coordinate a multidisciplinary survey on the rise of intolerance and the forms of exclusion existing in the developed countries, by devising a social therapy incorporating the progress made in communication and the existence of supranational decision-making mechanisms.

32. Under the same conditions as in the past, the organization could undertake to collect or create its own studies on countries that are ahead of the others in the integration process and the achievement of social peace. The examples of Canada and Switzerland, two countries descended from different founders, could be given priority, even though they too have their dysfunctional aspects, thus proving that tolerance is an ideal that is constantly in the making and should never be taken for granted.

APPENDIX III

UNESCO Executive Board decision 5.4.3

(adopted on 28 May 1993)

5.4.3 Proclamation of United Nations year for tolerance and declaration on tolerance

The Executive Board

1. Recalling UNESCO's prime vocation, which is to construct the defences of peace in the minds of men through international cooperation in education, science, culture and communication,

2. Convinced of UNESCO's responsibility for contributing, in its fields of competence, to peace, respect for human rights and the elimination of all forms of discrimination and intolerance,

3. Noting that new conflicts are breaking out in all the world's regions, which is a clear sign of inability to understand or accept differences,

4. Having examined the Director-General's report on the proclamation of the United Nations Year for Tolerance (141 EX/17),

5. Recalling resolution 5.6, adopted by the General Conference at its twenty-sixth session,

6. Takes note of resolution 47/124 adopted by the General Assembly of the United Nations;

7. Requests the Director-General to continue, in close collaboration with the Secretary-General of the United Nations, the appropriate bodies of the United Nations system, the NGOs and the Member States, to prepare a plan of action for 1995, United Nations Year for Tolerance;

8. Takes note of the preliminary draft of the UNESCO declaration on tolerance prepared by the meeting of international experts (Istanbul, Turkey, 16-17 April 1993) and requests the Director-General to continue to hold widespread international consultations on the wording of a text to be submitted to the General Assembly of the United Nations for formal adoption at the inauguration of the Year.

9. Also requests the Director-General to submit suggestions concerning the celebration of the Year for Tolerance to the General Assembly of the United Nations at its forty-eighth session, through the Economic and Social Council;

10. Considers it essential that education for tolerance be given priority at all educational levels and, to that end, requests the Director-General to take into account the possibility of making

arrangements for the drafting, by a group of experts in education, the social sciences, psychology, ethics and religion, of a manual for primary-school pupils and a collection of reference texts for teachers, to enable them to teach pupils, from their earliest years, and in plain, lively language, the principles of tolerance, respect for others and a sense of responsible, active solidarity with all other human beings;

11. Invites the Director-General to encourage the National Commissions of the Member States to stage cultural, scientific and educational events for the United Nations Year for Tolerance, 1995;

12. Invites the Director-General to devote particular attention to the coordination of UNESCO's activities relating to the United Nations Year for Tolerance and to the following up of those activities.

UNITED
NATIONS

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Economic and Social Council

Distr.
GENERAL

E/1993/90
21 June 1993

ORIGINAL: ENGLISH

Substantive session of 1993
Geneva, 28 June-30 July 1993
Item 2 of the provisional agenda*

COORDINATION OF THE POLICIES AND ACTIVITIES OF THE SPECIALIZED AGENCIES AND OTHER BODIES OF THE UNITED NATIONS SYSTEM RELATED TO THE FOLLOWING THEME:

Coordination of humanitarian assistance: emergency relief and the continuum to rehabilitation and development

Report of the Secretary-General

CONTENTS

	Paragraphs	Page
INTRODUCTION	1 - 4	3
I. COORDINATION	5 - 38	4
A. Department of Humanitarian Affairs of the United Nations Secretariat	5 - 11	4
B. Prompt and effective United Nations system responses to complex emergencies	12 - 15	5
C. Country-level coordination	16 - 19	6
D. Inter-Agency Standing Committee	20 - 23	7
E. Central Emergency Revolving Fund	24 - 29	8
F. Consolidated appeals	30 - 33	9

* E/1993/100.

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CONTENTS (continued)

		Paragraphs	Page
	G. Natural disasters	34 - 35	10
	H. Emergency information management	36 - 38	11
II.	ENSURING THE CONTINUUM FROM RELIEF TO REHABILITATION AND DEVELOPMENT	39 - 42	12
III.	CONCLUDING OBSERVATIONS	43 - 46	13

INTRODUCTION

1. At its organizational session for 1993, the Economic and Social Council adopted decision 1993/205. In that decision, the Council decided that the coordination segment of the Council of 1993 should be devoted, inter alia, to the consideration of the theme entitled "Coordination of humanitarian assistance: emergency relief and the continuum to rehabilitation and development". In the same decision, the Council decided that the coordination segment would reach agreed conclusions containing specific recommendations on matters related to coordination addressed to the various parts of the United Nations system for implementation, and also decided to request the Secretary-General to apprise the Council at its substantive session of 1994 of the steps taken by the United Nations system to give effect to those recommendations.

2. Consideration of the above-mentioned theme by the coordination segment of the Economic and Social Council of 1993 will take place in the context of new arrangements for the coordination of humanitarian assistance established following the adoption by the General Assembly of its resolution 46/182 of 19 December 1991 entitled "Strengthening of the coordination of humanitarian emergency assistance of the United Nations". That resolution provides a comprehensive framework for the provision of humanitarian relief assistance, both in terms of the guiding principles and the modalities for relief assistance, including coordination, cooperation and leadership. In resolution 46/182, the General Assembly requested the Secretary-General to report to the Assembly at its forty-seventh session on the implementation of that resolution; and at that session, the Assembly considered the report of the Secretary-General (A/47/595) submitted pursuant to its request. In paragraph 10 of its resolution 47/168 of 22 December 1992, the Assembly requested the Secretary-General to submit his annual report on the coordination of humanitarian emergency assistance to the Assembly at its forty-eighth session.

3. In view of the complexities and the magnitude of the tasks faced by the United Nations system in the field of humanitarian action and assistance, and in order to prepare for the consideration of the theme by the coordination segment of the Economic and Social Council of 1993, the Administrative Committee on Coordination (ACC) chose to consider the theme "Coordination of humanitarian assistance: emergency relief and the continuum to rehabilitation and development" at its first regular session of 1993, held in Rome on 19 and 20 April 1993.

4. While the overall assessment of the impact of the new arrangements set out in General Assembly resolution 46/182 will be reviewed at the forty-eighth session of the General Assembly, the Economic and Social Council discussions are expected to focus on the coordination of relief and the continuum to rehabilitation and development. The present report, submitted pursuant to Council decision 1993/205, takes into account the deliberations of ACC. It draws on the experience gained by the Department of Humanitarian Affairs of the United Nations Secretariat over the last year in the coordination of humanitarian assistance, and suggests steps that need to be taken to ensure that relief, rehabilitation and development are treated as an integrated whole and that relief operations do not prejudice long-term development. In view of the focus of the Council discussions, the report is not a comprehensive review of

the humanitarian assistance activities of the United Nations and does not address in detail other problems encountered by operational organizations of the system at the implementation phase. However, it should be noted that the burden of providing relief assistance at the country level falls mainly on operational organizations and the non-governmental organization community. Given the magnitude of current crises, the capacity of those organizations are being stretched to the limit.

I. COORDINATION

A. Department of Humanitarian Affairs of the United Nations Secretariat

5. The adoption of General Assembly resolution 46/182 entitled "Strengthening of the coordination of humanitarian emergency assistance of the United Nations" on 19 December 1991 emphasized the desire of Member States for greater coherence and timeliness in the United Nations system response to humanitarian emergencies. That resolution aimed at enhancing system-wide coordination, drawing on the comparative advantages of operational organizations of the system with a view to facilitating their emergency response.

6. In March 1992, the Secretary-General announced the appointment of Mr. Jan Eliasson as Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, and established the Department of Humanitarian Affairs of the United Nations Secretariat which was entrusted with the responsibility of carrying out the tasks identified in General Assembly resolution 46/182. The primary role of the Department of Humanitarian Affairs is to facilitate a coherent and coordinated response by the system to emergencies, including complex emergencies as well as natural disasters, and to help resolve coordination problems that arise at the implementation phase. Through his participation in the Secretary-General's task forces and in other regular meetings of Under-Secretaries-General, the Under-Secretary-General for Humanitarian Affairs is to ensure that the humanitarian dimension is integrated within peacemaking and peace-keeping activities and that humanitarian assistance is provided in accordance with the principles of humanity, neutrality and impartiality as set forth in section I, entitled "Guiding principles", of the annex to General Assembly resolution 46/182.

7. Within the United Nations system, the Emergency Relief Coordinator takes the lead in securing agreement among organizations of the United Nations system on division of responsibilities. A salient point emanating from the discussion of ACC at its first regular session of 1993 was the need to examine the concept of entrusting primary responsibility in specific emergencies to the appropriate agency or organization of the United Nations system, under the coordination of the Department of Humanitarian Affairs. The Department will pursue this option, which has considerable potential, in the Inter-Agency Standing Committee.

8. The Emergency Relief Coordinator is also responsible for establishing coordination mechanisms, with regard to mounting needs assessment missions, preparing consolidated appeals and mobilizing resources. In addition he has an important role in negotiating access to populations in need. As an emergency situation develops, the Department of Humanitarian Affairs monitors the system's

response and acts as a troubleshooter in resolving problems that arise. The Department is currently examining ways of strengthening its ability to serve as the focal point for the collection and dissemination of emergency information to Member States, organizations of the United Nations system and non-governmental organizations, while drawing on the capacities of the United Nations system, through the use of modern information systems.

9. Since the adoption of General Assembly resolution 46/182, the United Nations, under the new coordination arrangements, has been called upon to formulate and coordinate its system-wide humanitarian response, both at the Headquarters and at the country level, to a greatly increased number of emergencies. Very often these have involved humanitarian, security, political, development and human rights concerns as well as needs of internally displaced persons, steps needed to mitigate the havoc created by the many millions of land-mines scattered in conflict zones, and increasing threats to humanitarian relief personnel.

10. The Emergency Relief Coordinator, in close collaboration with concerned organizations, also has the responsibility of ensuring that emergency assistance is provided in ways that are supportive of recovery and longer-term development so as to reduce dependency on emergency relief. However, although the United Nations system has been able to help provide relief to those afflicted, the effective transition from relief to development has been impeded by the acute nature of crises often involving the breakdown of authority and the absence of viable national and local structures, ethnic tensions, abuse of human rights, continuing political instability and generally unfavourable economic conditions. At the same time, natural disasters have continued to impose a heavy toll in casualties and damage, calling for renewed efforts in the coordination of relief activities and strong action for prevention, preparedness and disaster mitigation.

11. The magnitude and the complexity of the task facing the United Nations was not fully apparent at the time of the negotiation of General Assembly resolution 46/182. Nor was the interrelationship between the political, security and humanitarian dimensions of complex emergencies and concrete ways of moving from relief to development addressed in detail in that resolution. As a result, the Department of Humanitarian Affairs has found itself under heavy pressure during the first year of its existence. Nevertheless, it has been encouraged by the progress it has made, and by the intense interest shown in its work by the international community and the clearly expressed desire that humanitarian concerns be advocated in an assertive manner.

B. Prompt and effective United Nations system responses to complex emergencies

12. A key objective of the new coordination arrangements envisaged in General Assembly resolution 46/182 is to accelerate the United Nations humanitarian response to disasters and other emergencies and to facilitate the prompt and smooth delivery of relief assistance. However, while many agencies and organizations have the capacity to respond quickly and effectively and have frequently dispatched emergency teams to crisis areas, there is still a need to

improve the response of the United Nations system as a whole in the critical early phase of an emergency.

13. The provision of early warning information in such a way as to form the basis for timely decision-making by the Secretary-General is essential if the United Nations is to be able to formulate appropriate policies, take speedy preventive action in emergency-prone countries and assist agencies of the United Nations system in accelerating the provision of relief when an emergency occurs. This issue is also being addressed in the context of An Agenda for Peace (see the report of the Secretary-General (A/47/277-S/24111) on An Agenda for Peace: preventive diplomacy, peacemaking and peace-keeping).

14. The effectiveness of the United Nations response to an emergency situation depends primarily on the quality of field-level arrangements. In most emergency-prone countries the Resident Coordinator and the in-country Disaster Management Team provide the nucleus for the United Nations response to both complex emergencies and natural disasters. Greater emphasis needs to be placed on ensuring that the views of field representatives are given full weight in headquarters discussions and that those representatives receive adequate policy guidance on important developments. In cases where field structures do not exist or need to be strengthened, the Department of Humanitarian Affairs will take the lead in forging agreement on appropriate arrangements. In order to assist in the performance of this task, a survey is being made of field coordination mechanisms in emergency-prone countries.

15. Recently, emergencies have occurred in countries where there is no United Nations emergency response capacity. Consideration is being given to the desirability in certain specific emergency situations of the deployment of emergency response teams coordinated by the Department of Humanitarian Affairs under the authority of the Secretary-General. This proposed arrangement, which is to be discussed further in the Inter-Agency Standing Committee, should be seen as a complement to United Nations Disaster Assistance Coordination (UNDAC), which aims at enabling the Department to quickly mobilize the expertise of Member States when natural disasters occur. Department of Humanitarian Affairs staff members may also participate in the Secretary-General's fact-finding missions to conflict areas to ensure that the humanitarian dimension is taken fully into account as recommended by the Security Council during its recent discussion of An Agenda for Peace.

C. Country-level coordination

16. The Resident Coordinator and the in-country Disaster Management Team normally provide the basis for United Nations field coordination arrangements. However, in conflict situations where the United Nations is called upon to address simultaneously political, security and humanitarian issues, it is usually necessary to make more elaborate arrangements that take account of the particular requirements of the situation. In several complex emergencies a Special Representative of the Secretary-General has been appointed to oversee the United Nations operations in their entirety. In such cases, the humanitarian component of the operation is entrusted to a Humanitarian Coordinator who forms an integral part of the structure of the Special Representative's mission.

17. In view of the diversity of models, it is critically important that the organizational arrangements and objectives of each coordination structure be carefully defined so that the responsibility and accountability of each official is clear. This information should also be communicated to all interested parties, including Member States and the non-governmental organization community. The Special Representative has overall responsibility for political, military and humanitarian questions. On operational matters, the in-country Coordinator of Humanitarian Assistance should be able to communicate directly with the Under-Secretary-General for Humanitarian Affairs, while keeping the Special Representative fully informed.

18. The effective discharge of responsibilities for humanitarian coordination and timely response to emergencies at the field level requires a degree of delegation of authority. ACC, at its first regular session of 1993, agreed to the need to modify administrative rules to ensure this. Accordingly, procedures for the quick disbursement of funds, and for the recruitment of personnel in emergency situations, should be examined by all concerned organizations with a view to granting a wider delegation of authority to officials directly responsible for the management of emergency operations.

19. In specific emergency situations, it is often necessary to strengthen the office of the Resident Coordinator with additional personnel, who form the emergency coordination unit. This is also necessary when a Humanitarian Coordinator has been appointed. The financing of such emergency coordination units requires further consideration. While, in a few cases, costs are met from peace-keeping funds, following decisions of the Security Council, in most cases extrabudgetary resources have to be found. In the absence of such resources there are inevitably serious delays in establishing emergency units, although these are essential if a crisis is to be dealt with effectively. The Economic and Social Council may wish to review the various options (including use of the Central Emergency Revolving Fund (CERF) and other unearmarked resources and establishment of a mechanism whereby agencies collectively cater for coordination costs) and to recommend that the General Assembly give further guidance on this point.

D. Inter-Agency Standing Committee

20. The Inter-Agency Standing Committee (IASC) and its subsidiary, the Inter-Agency Working Group (IAWG) (which prepares discussions and monitors implementation of IASC decisions), are the primary mechanisms for inter-agency coordination at the Headquarters level. IASC, in which the executive heads of all operational organizations of the United Nations system participate, is also an important forum for collaboration with the International Committee of the Red Cross (ICRC), the International Federation of Red Cross and Red Crescent Societies and the International Organization for Migration (IOM), as well as with non-governmental organizations, which participate on an ad hoc basis.

21. IASC has met three times since its inception and has addressed a range of important policy questions, such as that of the United Nations response to humanitarian emergencies in the newly independent States and key functional questions such as that of internally displaced persons. Greater use should be

made, however, of its potential (with the assistance of IAWG) for the formulation of policies, strategies and operational programmes for emergencies.

22. While chaired by the Department of Humanitarian Affairs, IASC is a common resource of the system and its effectiveness depends in large measure on the extent to which its members assume responsibility and perceive it as a body that facilitates their activities. It is also important to utilize the expertise and staff resources of member organizations inside and outside the United Nations system more systematically both for preparation of substantive issues to be discussed and for follow-up to decisions taken by IASC and IAWG.

23. The IASC Inter-Agency Support Unit (IASU) in Geneva will be further strengthened as the mechanism for furnishing substantive support to the IASC structure. Representatives of non-governmental organizations will participate fully in the work of the Unit. Where appropriate, Member States will be encouraged to second staff and cooperate in other ways with IASU. IASU should be able to draw on the expertise of the IASC member organizations in the preparation of policy papers on substantive issues.

E. Central Emergency Revolving Fund

24. The Central Emergency Revolving Fund (CERF) went into operation in May 1992, with an amount of US$ 50 million financed by voluntary contributions as an integral part of the new arrangements for the coordination of humanitarian assistance, with a view to ensuring that funds were available in the crucial initial stages of an emergency. The Economic and Social Council may wish to note that in paragraph 21 of the annex to General Assembly resolution 46/182, the Assembly called on the governing bodies of organizations and entities of the United Nations system to examine their reserve and other contingency funding arrangements for the purpose of strengthening further their operational capacities for rapid and coordinated response to emergencies.

25. Since the CERF came into existence, a total of US$ 32 million has been disbursed to five major United Nations organizations of which US$ 19 million has been reimbursed. Some concerns have been expressed about the constraints that have been experienced by operational organizations in the utilization of the CERF and the desirability of strengthening and expanding the Fund to enable it to become an even more effective instrument in expediting an early response by agencies to emergencies.

26. In paragraph 25 of the annex to General Assembly resolution 46/182, it is stated that resources should be advanced to the operational organizations of the system on the understanding that they would reimburse the Fund in the first instance from the voluntary contributions received in response to consolidated appeals. Detailed policies and procedures were drawn up by the Secretary-General and promulgated on 22 July 1992. These provide that the CERF will be administered in accordance with the financial regulations and rules of the United Nations. They also state that the CERF may be used only for advances to United Nations organizations and entities in order to expedite the response to requests for emergency assistance; and they set out the terms under which funds may be advanced and the rules governing reimbursement.

27. Although the operational policies and procedures governing the CERF appear to be fully consistent with the intentions of Member States as expressed in General Assembly resolution 46/182, experience has suggested that from the outset of an emergency, the Department of Humanitarian Affairs should be able to play a more active role in the disbursement of funds to organizations of the system when it perceives a specific need. This would appear to be in accordance with the wish of Member States that funds should be available in the initial start-up phase of emergencies. The wording of Assembly resolution 46/182 has also been deemed to exclude advances to such organizations as the International Organization for Migration (IOM), whose request for funding in respect of the transport of displaced persons in Mozambique could not be met, even though this activity was included in the United Nations humanitarian programme.

28. While there has repeatedly been an urgent need in the past year for funds for such critical functions as special missions, needs assessment, preparation of appeals and strengthening of coordination mechanisms, for which none of the operational agencies have direct responsibility, the CERF cannot at present be used for these purposes. Various suggestions have been made as to how these requirements might be met, including a special arrangement within the Fund or the provision of resources that could be utilized only by the Emergency Relief Coordinator.

29. The Economic and Social Council may wish to consider recommending to the General Assembly possible future adjustments to the CERF, including increasing its size to take account of the current number of emergencies, modalities for possible future replenishment and desirability of advancing funds to intergovernmental organizations outside the United Nations system and non-governmental organizations, as well as provision of resources for functions for which none of the operational organizations have direct responsibility.

F. Consolidated appeals

30. Consolidated appeals, of which 21 requesting more than US$ 6 billion have been issued since early 1992, have become an important instrument for formulating a system-wide humanitarian response to emergencies. Although the process of preparation and follow-up needs to be refined and appeals should become more field-oriented, those appeals have generally been welcomed. Nevertheless, the sheer number of appeals, combined with an uneven response from the donor community, particularly to those appeals for humanitarian emergencies that are receiving little public attention, is creating new problems. Greater attention needs to be paid to ensuring that appeals take into consideration the activities of non-governmental organizations and bilateral programmes of Governments. National capacity-building, through giving Governments a lead role in appeal preparation, should, where possible, be emphasized. Ways should also be found of ensuring that unrealistic expectations, which are ultimately damaging to the reputation of the United Nations system, are not created by appeals. Consolidated appeals should be used selectively for emergencies that truly require a system-wide response. Where a coordinated response is not required, the Department of Humanitarian Affairs will encourage agencies of the United Nations system to prepare appeals for donor support that the United Nations can endorse.

31. In order to increase the credibility of consolidated appeals and improve the response to them, appeals will, in principle, be prepared at the field level with the active involvement of the Humanitarian Coordinator/Resident Coordinator and the Disaster Management Team. The Department of Humanitarian Affairs, working closely with the host country, will arrange for non-governmental organizations and donors to participate as active partners in the process and to be associated with the finalization of an appeal when this is discussed at Headquarters. Development organizations and the Bretton Woods institutions will be requested to ensure that, to the extent possible, relief projects reduce vulnerability and are compatible with long-term development objectives. Where appeals contain elements that go beyond relief, the priority to be given to relief, rehabilitation and development should be clearly stated. To the extent possible, appeals should make clear which activities will be undertaken by Member States, ICRC and IOM, and non-governmental organizations.

32. In the event of lack of agreement at the inter-agency level on priorities, the Department of Humanitarian Affairs will determine which activities should be included in the appeal, with a view to achieving a more integrated and focused approach. It will also strengthen its capacity to support agencies and non-governmental organizations in the mobilization of resources as a follow-up to the consolidated appeal. Dissemination of information on resource flows and the implementation of programmes also need to be improved. Requisite steps to ensure this are currently being discussed with organizations of the system and through IASC.

33. The increasing number of emergencies combined with critical economic conditions in many donor countries have resulted in serious resource problems that are affecting the ability of the United Nations system to deal effectively with many humanitarian emergencies. ACC at its first regular session of 1993 agreed that IASC should prepare a strategy for mobilizing resources for the United Nations and the organizations of the United Nations system. Member States may also wish to offer suggestions on how this problem can be resolved. Particular account should be taken of imbalances between resources available for food and non-food needs and the priority given by many donors to those humanitarian emergencies that receive most publicity.

G. Natural disasters

34. Natural disasters have killed millions of people over the past 20 years and caused massive financial damage. In 1991 alone, 434 major natural disasters caused a loss of 162,000 lives and US$ 44 billion in economic damage. Such disasters will continue to occur with devastating impact, particularly in developing countries. Strengthening of the capacity of developing countries in disaster prevention and mitigation, as mentioned in paragraph 13 of the annex to General Assembly resolution 46/182, is envisaged as an integral part of an improved United Nations response to natural disasters and other emergencies. However, while the Department of Humanitarian Affairs has built up a considerable expertise in the area of natural disasters, the Department's mitigation branch and the secretariat of the International Decade for Natural Disaster Reduction have insufficient capacity to meet the prevention and preparedness requirements of developing countries. The Department is therefore reviewing, in consultation with organizations of the United Nations system, such

as the United Nations Development Programme (UNDP), the World Meteorological Organization (WMO), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the United Nations Children's Fund (UNICEF), and other relevant bodies, notably the International Federation of Red Cross and Red Crescent Societies, ways in which the expertise of these bodies can be utilized and strengthened as part of a coordinated effort to build up national capacities to prevent and prepare for disasters.

35. The Department of Humanitarian Affairs will also continue to develop the United Nations Disaster Assistance Coordination (UNDAC) stand-by teams as a means to bring to bear on Governments in the immediate-survival phase of a disaster the expertise that is available. The teams, working with the Disaster Management Team under the overall leadership of the Resident Coordinator, will assess the consequences of the disaster, advise on needs for international assistance and initiate procedures for on-site coordination.

H. Emergency information management

36. Timely information is an essential tool for decision-making by emergency managers and for mobilizing support by the international community, and it can assist in avoiding needless casualties and serious loss of property. Recent events have demonstrated the extent to which humanitarian response is geared to availability of and access to information.

37. The ability to collect, collate and disseminate information in a reliable and timely manner and in a form useful for decision-making is essential for the success of the new arrangements for the coordination of humanitarian assistance. This was acknowledged by the General Assembly in paragraph 35 (g) of the annex to its resolution 46/182, where the Assembly noted that among the responsibilities of the Emergency Relief Coordinator would be providing consolidated information, including early warning on emergencies, to all interested Governments and concerned authorities, particularly affected and disaster-prone countries, drawing on the capacities of the organizations of the system and other available sources. Much remains to be done to implement that part of the resolution. A great quantity of useful information including early warning information is available both within the United Nations system and in other national and international organizations; however, at present it is not easily accessible to emergency managers and decision makers.

38. A number of steps are currently being taken to improve emergency information management:

(a) Centralized information on humanitarian situations. The Department of Humanitarian Affairs has been designated as the focal point for collecting information on missions related to humanitarian assistance undertaken by organizations of the system;

(b) Early warning on mass flow of refugees and displaced persons. An inter-agency consultation mechanism was established under the aegis of the Department of Humanitarian Affairs following discussions in IASC in February 1993. Regular consultations are being held to review early warning information on the flow of refugees and other mass population displacements;

(c) The International Emergency Readiness and Response Information System (IERRIS). IERRIS, which is currently in the pilot project phase, could become a central management tool of the Department of Humanitarian Affairs in its handling of emergencies, including natural disasters and complex emergencies. It would enhance communication among New York, Geneva and the field and facilitate access to information on field situations, status of appeals, project proposals and other data in a format that could be used by decision makers. Such a system would also enable the Department to deal speedily with inquiries from the media, thus contributing to the focusing of public and donor attention on the humanitarian work of the United Nations system.

II. ENSURING THE CONTINUUM FROM RELIEF TO REHABILITATION AND DEVELOPMENT

39. In paragraph 40 of the annex to its resolution 46/182, the General Assembly called for emergency assistance to be provided in ways that would be supportive of recovery and long-term development. Development assistance organizations of the United Nations system including the Bretton Woods institutions should be involved at an early stage, and should within their existing mandates collaborate closely with those responsible for emergency relief and recovery. In paragraph 41 of the annex to the same resolution, the Assembly envisaged that the rehabilitation phase should be an opportunity to restructure and improve facilities and services destroyed in emergencies in order to enable them to withstand the impact of future emergencies.

40. Effective implementation of this mandate poses great challenges for the United Nations system and the international community as a whole. Relief and recovery cannot be separated from efforts to tackle the root causes of emergencies. These causes are many and complex but they are often related to civil war, breakdown of governmental institutions, ethnic strife, abuse of human rights and structural factors such as unchecked population growth, degradation of the environment, depletion of natural resources and desperate economic circumstances.

41. The creation of conditions for peace and a stable environment in complex emergency situations is fraught with difficulties; but much can still be done to ensure that relief, rehabilitation and development are treated as an integrated whole and that relief operations do not prejudice longer-term development or create a dependency syndrome among recipients. More vigorous efforts are also needed to strengthen vulnerable countries that are on the verge of sliding into emergency situations.

42. The following actions are envisaged in pursuance of the goal, as expressed in General Assembly resolution 46/182, of providing emergency assistance in ways that are supportive of recovery and long-term development:

(a) Greater involvement of the main development bodies of the United Nations system, including the Bretton Woods institutions, in the initial stages of an emergency to ensure that needs assessments, relief programmes and consolidated appeals take full account of long-term rehabilitation and development requirements, promote local capacity-building and minimize the danger of recurring emergencies;

(b) Discussion with donors of ways of achieving optimal and integrated use of their emergency and development funds so as to ensure that bilateral programmes lessen dependency and support the efforts of the multilateral system to move beyond the emergency phase;

(c) Capacity-building in countries in receipt of humanitarian assistance, for example, through encouraging greater involvement of local emergency personnel, strengthening local organizations and working through national and local government structures;

(d) Encouragement of development organizations to make the financial, administrative and staffing provisions to enable them to initiate in a timely manner infrastructure and other rehabilitation projects required to protect the gains achieved by emergency relief programmes. Specific actions might include consideration of emergency humanitarian and rehabilitation requirements in appropriate UNDP round-table and World Bank consultative group meetings; establishment of creative funding mechanisms, such as the UNDP-administered trust fund set up by the Second International Conference on Assistance to Refugees in Africa (ICARA II); greater utilization of UNDP indicative planning figures for capacity-building and training; and strengthening of the capacity of development organizations to design and implement, through non-governmental organizations, rapid-impact rehabilitation projects;

(e) Initiation of discussions with Member States, non-governmental organizations and organizations of the United Nations system on actions that can be taken to prevent vulnerable States from sliding into emergency situations, including means of upgrading early warning mechanisms and the role of rapid-impact development projects.

III. CONCLUDING OBSERVATIONS

43. The end of a cold war, the breakup of nations and the combination of civil war and underdevelopment have resulted in an unprecedented number of humanitarian emergencies that have tested to the limit the organizational arrangements established by the Secretary-General following the adoption of General Assembly resolution 46/182, as well as the capacities of the United Nations system. The Secretary-General, with the assistance of the Emergency Relief Coordinator, was called on to coordinate the humanitarian response to those emergencies at a time when the mechanisms for inter-agency coordination - including needs assessment, consolidated appeals, field coordination units, the Central Emergency Revolving Fund (CERF) and emergency information - were still being established and were largely untested. Although much of the work of the Emergency Relief Coordinator has been concerned with policy, the Department of Humanitarian Affairs is in no sense an operational or implementing agency: It has acquired an important role in the day-to-day coordination of humanitarian assistance operations, under the overall direction and responsibility of the Secretary-General.

44. Increasingly, humanitarian relief work is being carried out under extremely difficult security conditions, requiring in some instances the deployment of protective military contingents. The problem of providing such relief in situations of conflict where peace is still a distant prospect has not yet been

satisfactorily resolved. However in any consideration of this issue, the providing of humanitarian assistance in accordance with the principles of humanity, neutrality and impartiality should be fully respected.

45. In addition to its work on complex emergencies, the Department of Humanitarian Affairs has taken over from the Office of the United Nations Disaster Relief Coordinator (UNDRO) the responsibility for building up the capacity of developing countries to prepare for sudden natural disasters and to coordinate the provision by the United Nations of emergency relief when such disasters occur. The increasing frequency and devastating effect of such disasters, many of which can be directly attributed to problems of development, accentuate the importance of this area of the Department's work. The extent of natural disasters can be measured by the hundreds of thousands of casualties - mostly in developing countries - and by the over US$ 40 billion worth of material damage that they produce per year.

46. The challenges that the Department of Humanitarian Affairs has faced in its first year of operation accentuate the need for an effective coordination mechanism at the heart of the United Nations system under the leadership of the Secretary-General and on the basis of General Assembly resolution 46/182. However, this mandate can be accomplished only if the organizations of the United Nations system, other intergovernmental and regional organizations, Member States and non-governmental organizations share the responsibility for ensuring an effective response to humanitarian emergencies. The Department and the operational agencies of the United Nations system should work together to utilize fully the capacities of the system to provide relief to afflicted populations. In this context, full use should be made of the Department's potential to facilitate, including through negotiation if necessary, access by the operational organizations to emergency areas for the rapid provision of emergency relief. Non-governmental organizations, operational organizations and the Department should increase their exchange of information on activities and available resources so that they can take such information into account in their respective assessments and planning of humanitarian assistance. Recipient countries should assist in providing access to afflicted populations and take measures to protect humanitarian personnel. All Member States should ensure that their actions and those of the United Nations and their implementing partners are mutually supportive, that they themselves uphold high standards of transparency and that where there are differences over approaches and priorities these are openly and frankly discussed. The international community will thereby greatly strengthen the capacity of the United Nations to deal with and resolve humanitarian problems, the attainment of such a goal ultimately depending on the collective political will of this community.

UNITED
NATIONS

E

Economic and Social Council

Distr.
GENERAL

E/1993/91
17 June 1993
ENGLISH
ORIGINAL: ARABIC, CHINESE, ENGLISH, FRENCH AND SPANISH

Substantive session of 1993
Geneva, 28 June-30 July 1993
Item 3 of the provisional agenda*

OPERATIONAL ACTIVITIES FOR DEVELOPMENT

Report of the Committee on Food Aid Policies and Programmes

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* E/1993/100.

93-35937 (E) 220693 270693

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	لجنة سياسات المعونة الغذائية وبرامجها	Distribution: LIMITED CFA: 35/18 Released by WFP: 9 June 1993
	WFP COMMITTEE ON FOOD AID POLICIES AND PROGRAMMES	
	PAM COMITE DES POLITIQUES ET PROGRAMMES D'AIDE ALIMENTAIRE	
	PMA COMITE DE POLITICAS Y PROGRAMAS DE AYUDA ALIMENTARIA	

Thirty-fifth Session, CFA - Rome, 31 May - 4 June 1993

EIGHTEENTH ANNUAL REPORT OF THE COMMITTEE ON FOOD AID POLICIES AND PROGRAMMES (CFA) TO THE ECONOMIC AND SOCIAL COUNCIL, THE FAO COUNCIL AND THE WORLD FOOD COUNCIL

CONTENTS

	Paragraphs
WORLD FOOD PROGRAMME - 1992 IN RETROSPECT	1 - 53
Overview	1 - 21
1992 Relief activities	22 - 31
1992 Development activities	32 - 43
1992 Transport activities	44 - 48
Other activities	49 - 53
Bilateral services	49 - 50
Food purchases	51
Non-food resources	52
Training	53
EXAMPLES OF WORLD FOOD PROGRAMME ACTIVITIES IN COOPERATION WITH OTHER AGENCIES AND DONORS	54 - 70
Development cooperation	54 - 57
Relief assistance	58 - 68
From relief to development	69 - 70
SUMMARY OF THE MAJOR DECISIONS TAKEN AND TOPICS DISCUSSED BY THE CFA DURING ITS 1992 SESSIONS	71 - 72
WFP PLEDGING TARGET FOR 1995-96	73 - 74

		Pages
GENERAL NOTES		18 - 19
ANNEX I	CFA membership in 1992	20
ANNEX II	Statistical tables	21 - 23
ANNEX III	Draft resolution on target for 1995-96 WFP pledges	24

WORLD FOOD PROGRAMME - 1992 IN RETROSPECT

Overview

1. For 30 years the World Food Programme (WFP) has been assisting poor and food insecure people throughout the developing world, helping them to become self-reliant and providing relief food in times of natural or man-made disasters. WFP has grown from an idea shared by only 12 countries to one of the world's largest development and relief agencies. In playing this dual role, WFP is at the forefront of the United Nations system's attack on hunger and poverty. During the past three decades, WFP has invested approximately 13 billion dollars involving more than 40 million tons of food to combat hunger and promote economic and social development throughout the developing world. Since 1963, the Programme has assisted more than 1,600 development projects and has provided relief food through more than 1,200 emergency and protracted refugee and displaced person operations.

2. WFP's total expenditure in 1992 was nearly $1.7 billion. It is estimated that some 42 million poor people worldwide directly benefited from WFP food aid in 1992, which supported development activities or provided relief assistance. Within the United Nations system, WFP is now the largest source of grant assistance to developing countries, currently providing on average more than $1.5 billion of assistance annually. To ensure that resources were used effectively and efficiently, WFP continued its close cooperation and coordination with recipient governments and donors, including other United Nations agencies, bilateral donors and NGOs.

3. The burgeoning needs of victims of natural and man-made disasters dominated the work of WFP even more in 1992 than they did in 1991. Some 27.5 million people, including 14.4 million refugees and displaced people, received WFP relief food in the course of the year. With active relief operations in 48 countries, WFP handled 60 percent of all international relief food provided in 1992.

4. As a result of the increase in relief food aid needs in 1992, WFP handled (shipped, trans-shipped or transported by air, barge, rail or truck) an all-time record of 5.2 million tons of food. The cost of transporting that food totalled $409 million. Three fifths of all shipments of WFP food for the year was for relief, both for short-run emergencies and for long-term refugees and displaced people, compared to approximately one third in earlier years. Commitments for relief activities in 1992 were nearly 50 percent higher than in 1991; over the past two years WFP commitments of relief food aid have more than doubled.

5. Africa was particularly badly affected. The United Nations made two special appeals for the Horn of Africa and one for southern Africa for a total of $1.5 billion of aid, mostly for food. WFP was not only the major supplier of that relief food, but also had the task of coordinating the food aid aspects of those large-scale humanitarian operations on behalf of the international community. The worst drought in recent history ruined harvests throughout southern Africa, with more than 18 million people exposed to potential famine. Warfare and civil unrest continued to devastate other countries in Africa in 1992; emergency needs for 15.7 million people in the Horn of Africa remained substantial, with conflict continuing to afflict parts of Ethiopia, much of southern Sudan and Somalia.

6. The situation in Somalia was especially acute, with an estimated one million people, mostly displaced women and children, at grave risk of starvation. Despite efforts to keep open the ports of Somalia and distribute food to those in urgent need, continuing anarchy disrupted relief operations, and WFP had to resort to large-scale airlifts until a major United Nations

peacemaking and peacekeeping operation that began at the end of the year secured access to inland areas and provided armed escorts for food aid convoys.

7. After years of warfare, an agreement signed in October 1992 brought peace to Mozambique. WFP was an active participant in the peace discussions, and will play a major role in rehabilitation and development, including repatriation of over one million refugees from Malawi.

8. In the Gulf, WFP remained actively involved in providing assistance to hundreds of thousands of displaced people and vulnerable groups inside Iraq. The security situation in Afghanistan deteriorated in the course of 1992, disrupting the return of millions of refugees from Pakistan and Iran and leading to severe food shortages in many parts of the country. In Cambodia, arrangements for the return of more than 360,000 refugees were delayed because of continuing problems with mine clearance and the upsurge of political unrest. Nevertheless it is expected that the remaining refugees in the camps on the Thai border will return to Cambodia in 1993. WFP has played a major role in providing relief food to those refugees since 1979 and continues to do so on their return to Cambodia and until they are reintegrated.

9. Towards the end of 1992, WFP took over responsibility for mobilizing and delivering basic and supplementary foods to up to three million people affected by conflict in the former Yugoslavia, with UNHCR and NGOs arranging for distribution to beneficiaries.

10. The increased need to deliver food aid to civilians caught in areas of conflict in 1992 meant that special arrangements were often needed. WFP continued to operate trucking fleets in Ethiopia and Pakistan and hired a variety of private local transport companies worldwide. A special transport operation was set up in Somalia at the end of the year to help reduce port congestion in Mogadishu, using trucks that had been donated to WFP's special transport operation in Ethiopia to help deliver the emergency food needed by that country in earlier years. In Angola, Ethiopia, Mozambique and southern Sudan, WFP depended on delivery by chartered aircraft when overland transport was not possible. A record number of flights transported more than 68,000 tons of relief supplies to six countries in 1992. In August, WFP - as United Nations-appointed coordinator - commenced a massive airlift operation from Kenya into Somalia, managing through its Regional Logistics Office in Nairobi up to 25 flights a day from Nairobi and Mombasa using aircraft from the airforces of Germany, Canada and the United States of America as well as WFP-chartered planes. Airdropping, dropping food tied to pallets from planes flying at low altitudes, was successfully carried out in Somalia in order to supplement delivery by road to isolated or dangerous areas. When conflict disrupted the operations of the ports of Mogadishu in Somalia, Monrovia in Liberia and Luanda and Namibe in Angola, WFP-chartered ships were among the first to unload at those ports and so keep relief food flowing to those in need. In order to encourage shipping companies to accept unloading at ports in such war zones, WFP was obliged to take over war risk insurance arrangements, which would otherwise have been the responsibility of the shipowner.

11. A record deployment of logistics personnel was made in 1992. More than 120 international staff were placed in key locations in Africa and Asia to oversee delivery activities, manage port operations, assist in the rehabilitation of basic logistics infrastructure and generally ensure a smooth and rapid flow of food aid to those in acute need. As a significant part of the response of the United Nations to the needs of the 10 countries of southern Africa severely afflicted by drought, WFP established a special Regional Logistics Advisory Centre in Harare (Zimbabwe) in cooperation with the Southern African Development Community (SADC), to provide continuous information about arrivals, discharge and reloading at all transit points, on railways and at extended delivery points inside the affected countries.

12. WFP has encouraged international efforts advocating the principle of the safe passage of relief food aid in war zones. In a number of countries, such as Angola, Mozambique, Iraq, Somalia, the Sudan and the former Yugoslavia, conflict has hampered efforts to deliver humanitarian relief. WFP staff were often subjected to great danger in trying to get food to civilians trapped by fighting. In Ethiopia, four drivers employed by the WFP-managed transport operation were seriously injured in three separate incidents involving land mines or gunfire. In December six trucks in a convoy chartered by the United States of America to carry wheat flour for WFP to Kurdish people in northern Iraq were destroyed by time bombs.

13. New WFP and UNHCR working arrangements, which came into effect in 1992, resulted in WFP handling most food provided to refugees during the year. WFP assumed full responsibility for mobilization of all basic food commodities, and the cash resources for meeting transport costs, for all UNHCR-managed refugee feeding operations in developing countries involving more than 1,000 beneficiaries.

14. In response to the increasing concern in the international community that the relief activities conducted by the United Nations operational agencies, non-governmental organizations and bilateral donors lacked focus and were poorly coordinated, the United Nations established the Department of Humanitarian Affairs (DHA) in March 1992. WFP works closely with DHA to ensure that the United Nations system approach to emergency appeals and interventions is more coordinated and consolidated and that delivery of relief assistance to people affected by disasters is more efficient. To help DHA perform its functions, WFP seconded staff to its main office in New York, as well as to its European office in Geneva. WFP was involved in the preparation of all United Nations appeals, particularly for the Horn of Africa and the southern Africa drought, and participated in several missions in support of DHA-coordinated programmes.

15. WFP and FAO continued very close and intense collaboration in assessing the need for emergency food aid in disaster situations throughout the world with joint missions to evaluate critical situations such as the southern Africa drought, famine in the Horn of Africa (Ethiopia and Eritrea, Kenya and the Sudan) and the newly independent states (NIS). The results of the joint assessments were used to determine the need for emergency intervention as well as the level of assistance to be provided. The FAO Global Information and Early Warning System for Food and Agriculture (GIEWS) and its publications are standard reference material for WFP's determination of the food supply situation; consultations are undertaken with FAO before recommending approval of food relief interventions. WFP country offices play a significant role in providing data for GIEWS. It is anticipated that future cooperation with FAO will increase, particularly in undertaking extensive vulnerability mapping activities, which could improve the basis for planning future food aid interventions in risk-prone countries.

16. Relief food aid usually treats symptoms, not causes. That is why WFP puts so much emphasis on supporting development projects that help people in marginal areas improve their lives and become more self-reliant. It is often more effective to provide relief to disaster victims through enlarging development projects than through free distribution of emergency food aid. In a number of countries in 1992, such as the Gambia, Malawi, Mozambique and Uganda, WFP responded to relief needs by providing food to an increased number of beneficiaries through ongoing development projects. In 1992 the CFA endorsed a more extensive and systematic application of WFP assistance to support disaster prevention, preparedness, mitigation and rehabilitation measures, particularly in Africa. WFP will examine on a regular basis how the development projects it assists might be used to mitigate the effects of disasters and, conversely, the extent to which the large flow of relief food aid might be used to serve both relief and development purposes.

17. Development projects continue to be the foundation of WFP's operations and the best means for the poor to attain self-sufficiency. Although the need for resources for development projects has steadily increased, the availability of resources has declined, largely because of budgetary constraints faced by donors, who have also tended to redirect their resources to emergency and refugee feeding needs, particularly during 1992. WFP was thus obliged for a third consecutive year to ration commodity shipments to ongoing development projects. Approximately 1.4 million tons of food were shipped to development projects in 1992. At the end of the year, WFP was assisting 258 ongoing development projects with total resources valued at $3 billion. It is estimated that 15 million people received food through WFP-assisted development projects in 1992.

18. WFP gives priority to countries designated as low-income food-deficit (LIFD) countries, those with a per capita GNP in 1990 of less than $1,195 that rely on imports to meet their food requirements. In value terms, 95 percent of WFP's development assistance commitments, 72 percent of emergency commitments and 89 percent of commitments for long-term refugees and displaced people were for LIFD countries in 1992.

19. Countries defined by the United Nations as least developed (LDCs), of which all but one are also classified as low-income food-deficit countries, received more than half of all WFP food aid shipments in 1992, including both development and relief assistance. LDCs accounted for 42 percent of WFP's shipments of food to ongoing development projects, 58 percent of new commitments and 58 percent of WFP's shipments of food for relief activities in 1992.

20. WFP provides a subsidy to LDCs towards meeting the internal transport, storage and handling (ITSH) costs of its development and relief food aid. WFP made record commitments in 1992 of $320 million to pay for ITSH costs. Nearly $290 million was to help defray the ITSH costs of relief food; some $31 million (seven percent of total new development project commitments) was committed for development projects approved in 1992. Additional assistance is also given to help meet some of the recipient governments' costs of implementing WFP-assisted development projects, such as monitoring and evaluation activities or administrative support for the establishment and operation of central food management units. This extra assistance amounted to nearly $16 million for development projects approved in 1992.

21. By the end of 1992, total multilateral pledges and contributions to WFP for the 1991-92 biennium reached nearly $3 billion, more than 70 percent higher than the previous 1989-90 record. That included pledges and contributions to WFP's regular resources (including those for long-term refugees and displaced people), the International Emergency Food Reserve (IEFR) (including the Immediate Response Account (IRA)), and cash and non-food items contributions for special emergency operations. Contributions for relief operations increased by more than two and a half times over the previous biennium, while contributions to WFP's regular resources, mainly used for development projects, declined slightly.

1992 Relief activities

22. 1992 was an exceptional year in terms of United Nations-managed special emergency operations for large-scale complex disaster situations. United Nations consolidated appeals were launched for the Horn of Africa, southern Africa, Cambodia, Afghanistan, Liberia and the former Yugoslavia for a combined total of more than six million tons of food. Donor response to those appeals has been exceptional. Approximately $1.5 billion of relief food aid, both multilateral and bilateral contributions, was channelled through WFP, mostly for southern Africa and for the Horn of Africa. Joint FAO/WFP crop and food supply assessment missions visited the southern Africa region, the Horn of Africa, the Baltic states, Armenia, Nepal and Laos in the course of the year.

23. Eighteen donors contributed to the IEFR, the WFP-managed multilateral source of emergency food. Total contributions in 1992 amounted to 1.38 million tons of cereals and non-cereal commodities, valued at $572 million. This is the highest level ever for the IEFR, almost double the previous record in 1985.

24. More than half of the emergency operations approved in 1992 began with food borrowed from WFP food stocks already in the afflicted country for development projects or from government stocks. An alternative first-line response to emergency situations is to buy food locally, within the region or from the nearest commercial source. From 1 January 1992 a cash account, known as the Immediate Response Account (IRA), became an integral part of the IEFR, to be used mainly to buy and deliver food to permit the fastest possible initial response to emergency situations. The IRA was initially funded by $7.5 million set aside in 1992 from WFP's regular resources and by voluntary contributions from IEFR donors in convertible currencies free of restrictions as to their use. An annual minimum target of $30 million has been set for the IRA, with the objective of receiving support from as many countries as possible.

25. Increased attention to the systematic application of WFP assistance to support disaster prevention, preparedness, mitigation and rehabilitation measures, especially in Africa, was endorsed by the CFA in 1992, which urged donors to provide additional resources to WFP for that purpose. The main thrusts of this approach are:

a) re-examining WFP-assisted development projects to see how they could better meet disaster mitigation and rehabilitation objectives;

b) using some WFP-provided relief assistance for disaster mitigation or rehabilitation as well as relief; and

c) linking up with other funding agencies that have specific programmes of assistance for Africa (e.g., IFAD, UNDP and the World Bank) to increase the impact of WFP assistance.

26. Food for refugees, displaced persons and returnees forms a major part of WFP's relief activities, especially as WFP has assumed increased responsibilities from UNHCR. In 1992 WFP committed $874 million (1.9 million tons of food commodities) to provide food aid for some 14.4 million refugees and displaced people in 23 countries, of which commitments for feeding long-term (more than 12 months) refugees and displaced people amounted to $510 million. Refugees and displaced people received more than 60 percent of all WFP relief food aid.

27. Within the UNHCR and WFP collaborative framework, joint activities are undertaken at virtually all phases of refugee feeding operations, including missions to determine required assistance and the programming and management of refugee feeding operations logistics. WFP has become the principal channel for, and coordinator of, food aid commodities in refugee feeding operations managed by UNHCR. As a result, food aid handled by WFP for refugees has increased by some 50 percent over the past two years. During 1992, major joint UNHCR/WFP assessment missions were undertaken in southern Africa, the Horn of Africa, Pakistan, Armenia, Azerbaijan and the countries affected by the conflict in Liberia.

28. During the past two years there has been a significant increase in resources made available to WFP to feed refugees and displaced persons, in part resulting from the adoption in 1989 of separate and special funding arrangements for protracted refugee and displaced person operations. This trend is expected to continue as WFP assumes more responsibility for refugees' food needs under the new UNHCR/WFP working arrangements that began in January 1992. WFP

handled over 80 percent of all food commodities for UNHCR-managed refugee feeding operations by the end of 1992; the remaining 20 percent continued to be handled bilaterally or by UNHCR for refugees in some countries. Since mid-1992 responsibility for delivery of basic food for refugees to camps in recipient countries has been progressively transferred from UNHCR to WFP on a case-by-case basis.

29. The deepening crisis during 1992 in the countries that made up the former Yugoslavia resulted in rapidly increasing numbers of refugees and displaced persons and consequent escalation of relief food requirements. By the end of 1992 it was estimated that more than three million people required assistance in the republics of the former Yugoslavia, including Bosnia and Herzegovina, Croatia, Montenegro, Serbia, Slovenia and the former Yugoslav Republic of Macedonia. As the relief operations increased in complexity and extent, WFP was asked to play a major role within the framework of the consolidated 1992/93 Inter-Agency Programme of Action, overseen by the lead United Nations agency, UNHCR. WFP responsibilities included coordinating and managing the mobilization and delivery of basic and supplementary foods to points within the affected countries. UNHCR, NGOs and local communities arranged for delivery and distribution to beneficiaries.

30. As part of this additional responsibility, new WFP offices have been established in Zagreb, Belgrade and Split and logistics personnel were posted to key locations. Logistic arrangements were made to deliver food by road, rail, river and sea. Already in September, a WFP-chartered barge loaded with 600 tons of emergency food aid for Croatia was one of the first vessels to transit through the new Main-Danube Canal linking northern Europe with the Black Sea.

31. WFP has also set up information systems to consolidate data on the flow of all food aid for the countries of the region. Computerized information systems have also been established for the management, monitoring and reporting of WFP's food aid deliveries. Another WFP system helps ensure the efficient allocation of food to delivery points, taking into account stock levels, the existing supply pipeline and beneficiary requirements.

1992 Development activities

32. Through the development projects it assists, WFP supports a multi-pronged approach to poverty alleviation: first, promoting the productive use of the most abundant resource that poor people have - their labour - to increase their incomes and assets, thereby building their self-reliance; second, supporting and sustaining basic social services such as nutrition, health, education and training; and third, providing safety nets for the poor in times of emergencies and during structural adjustment.

33. Food and agricultural production. The portfolio of WFP-assisted projects to increase food and agricultural production, including land development, forestry, land rehabilitation, rangeland management and dairy and fisheries development, amounted to $1.2 billion in 1992, or 41 percent of total WFP resource commitments for development activities; food shipments to the projects in 1992 amounted to $212 million. Food aid is typically used to pay poor people in food-for-work programmes that support labour-intensive agricultural activities. Food aid also serves as an incentive to encourage participation by families and communities in project activities or to compensate them for the time they invest in the project.

34. Rural infrastructure. A major problem in many rural areas is the lack of physical infrastructure, such as roads to transport goods to market, water systems for human or agricultural use, and community facilities such as schools, health-care and social centres. Food

aid supports the construction of those facilities by enabling employment of poor people in food-for-work schemes. The value of total WFP resource commitments to the portfolio of projects in this sector amounted to $382 million in 1992, or 13 percent of WFP development resources. Food shipments to those projects totalled $42 million for the year.

35. Settlement projects. Land settlement projects, in which new lands are brought into production by smallholders, and agricultural infrastructure, public amenities and civil works are constructed through food-for-work programmes, accounted for six percent of WFP's resource commitments to ongoing development activities in 1992, receiving $28 million in food shipments during the year. Food assistance tides settlers over the initial period of settlement until the first harvest, or until self-sufficiency in food production is reached.

36. Food reserves. Support to national food reserves, market restructuring or price stabilization activities forms a small but important part of WFP's development work. Such projects accounted for one percent of WFP commitments to ongoing development activities in 1992, with food shipments amounting to $1.8 million. WFP support for food reserves, usually undertaken in collaboration with other food aid donors, can help improve a people's capacity to cope with bad harvests or natural disasters by ensuring a security stock of staple foods for quick distribution at such times. In market restructuring or price stabilization schemes, food aid is made available to governments for distribution, usually sale, when food is scarce and prices are high. The proceeds normally are used to purchase local produce at guaranteed prices after harvest in order to replenish the reserve and stimulate food production. Such projects help prevent excessive price fluctuations of staple foods which, if unchecked, could discourage local production (through producer prices falling too low after harvest) or cause excessive hardship to poor consumers (because retail prices rise to high levels prior to harvest).

37. WFP and the environment. A major event in 1992 was the United Nations Conference on Environment and Development (UNCED) held in Rio de Janeiro in June. In the Rio Declaration on Environment and Development, nations set forth ". . . the goal of establishing a new and equitable global partnership" and proclaimed that human beings are at the centre of concerns for sustainable development and are entitled to healthy and productive lives in harmony with nature. As one of the foremost multilateral agencies concerned with the problem of world hunger, WFP has always been aware of the complex interrelationship between a healthy environment and a sound food supply. WFP and the World Bank are the largest donors of resources for environmental protection and improvement in the developing world. WFP has disbursed some $5 billion to help developing countries increase the long-term ability of the land to provide people with the basic means of existence on a sustained basis. WFP resource commitments to environment-related activities currently total $1 billion.

38. Vulnerable group development. Projects to help vulnerable groups (predominantly expectant or nursing women and pre-school children, but also the elderly, the chronically ill and handicapped people) accounted for 17 percent of ongoing WFP development activities in 1992, with food shipments totalling $69 million. WFP food aid is provided to encourage greater and more regular attendance of mothers and young children at health centres. The food either provides a dietary supplement or constitutes a transfer of income to poor households or individuals because the food is in addition to their existing income. In institutional feeding projects, food aid may constitute budgetary support by replacing food previously provided by the government, thus allowing the government to expand or improve social programmes while providing recipients with more nutritious foods.

39. Nutrition and food aid. FAO and WHO organized an International Conference on Nutrition (ICN), in Rome in December 1992. The conference unanimously adopted a *World Declaration on Nutrition* which declared ". . . our determination to eliminate hunger and to reduce all forms of malnutrition." The ICN also adopted a *Plan of Action for Nutrition* and affirmed a determination to revise or prepare national plans of action. Several references are made to food aid in the Plan of Action. The international community is called upon to play an important role by providing timely and well-targeted food aid in food-for-work and rehabilitation programmes. As follow-up action to the Plan of Action, the governing body of WFP and other concerned international organizations ". . . should, in the course of 1993, decide on ways and means of giving appropriate priority to their nutrition-related programmes and activities aimed at ensuring, as soon as possible, the vigorous and coordinated implementation of activities recommended in the World Declaration and Plan of Action for Nutrition. This would include, as appropriate, increased assistance to the member countries."

40. Food-aided nutritional interventions are more effective when integrated into a package of assistance that includes health care and nutrition education, and more sustainable when associated with employment and income-generating programmes. In order to encourage this process, in 1992 WFP held nutrition awareness workshops for WFP and government counterpart staff in three countries of Latin America: Brazil, Grenada and Honduras. Similar workshops are planned for 1993. The objectives of the workshops are: i) to understand the importance of nutrition in the development process, with emphasis on capacity building; ii) to become familiar with the advantages and disadvantages of some important techniques of nutritional assessment; iii) to acquire knowledge regarding significant nutritional problems of the country or region and potential means of combatting them; and iv) to discuss means of increasing the government's awareness of nutritional issues and ways of including nutritional considerations in government policy.

41. School-feeding programmes. School feeding helps alleviate short-term hunger, thereby contributing to an improvement in children's learning ability and producing long-term benefits. The food also acts as an incentive to encourage increased enrolment and regular attendance, particularly of girls, and as a dietary or income supplement to the family (sometimes helping compensate for loss of labour while the child attends school). Sometimes WFP food replaces that provided by governments, thus saving money that can be used for additional investment in education. More than 22 percent of total WFP resources for ongoing development projects, some $672 million, supports education, mainly in primary schools. Food shipments to education projects in 1992 amounted to $134 million.

42. In 1992 WFP hosted the first official meeting of the International School Nutrition and Health Network, a special working group of the United Nations ACC Sub-Committee on Nutrition (SCN). Initially the focus of Network activities will be to help participating agencies improve their capabilities to assist countries in strengthening school nutrition and health policies and programmes. The Network will undertake a three-year programme of activities in order to increase the ability of participating agencies to: i) understand the ways in which nutrition and health factors constrain educational performance; and ii) identify a range of educational strategies and tools that can be used to address priority school nutrition and health problems. The Network will act as an educational and advisory body, rather than undertake operations on its own behalf.

43. Urban poverty alleviation. Most WFP-assisted projects are located in rural areas and are designed primarily to help the rural poor. In most developing countries poverty remains predominantly a rural phenomenon. Nevertheless, urban poverty is increasing in many developing countries. WFP resources committed specifically to help poor people in urban areas have increased over recent years, reaching $49 million by the end of 1992. In most urban development

projects, WFP uses food aid to help pay workers employed in urban renewal programmes, including improving local sanitation facilities, housing, roads and paths. With urban poverty on the increase in many developing countries, WFP assistance to help the urban poor is likely to grow in the coming years.

1992 Transport activities

44. The increasing need to quickly deliver massive amounts of relief food aid around the world has called for innovation and flexibility, often under extremely difficult and dangerous conditions. A study commissioned by the CEC during 1992 to evaluate comparative costs among various agencies through which CEC food aid was channelled noted that WFP provided the best example of good transport management and cost control and that on many occasions WFP's expertise and reputation have meant that it has been the only organization allowed into certain areas to distribute food aid. In addition the study noted that WFP consistently achieved the most competitive freight rates.

45. The southern African drought in particular required careful scheduling of shipments to the entry ports for transporting food aid to land-locked countries; 28 ships transported more than 600,000 tons of relief food for the southern African drought emergency.

46. WFP's self-financing transport operation in Ethiopia (WTOE) marked its seventh year of service in late 1992, having delivered more than two million tons of food since the start of operations in November 1985. In Pakistan the UNILOG fleet, established by WFP to provide a full logistics service for the Afghan emergency programme, resumed food convoys from Pakistan into Afghanistan.

47. Airlift operations continued to gain importance in WFP's overall logistics operations in 1992. A total of 68,000 tons were airlifted into Angola, Ethiopia, Kenya, Mozambique, Somalia and the Sudan during the year, at a total cost of $32 million. WFP's regional logistics office in Nairobi provided the focal point for coordination of a massive airlift operation into Somalia, ensuring that the flow of food into the country could be maintained when the security situation did not permit ships to berth.

48. WFP makes every effort to use developing country transport services wherever possible. In 1992 a total of $147 million was paid to developing countries for transport-related services, of which $101 million was for overland transport. Freight payments to developing countries increased by nearly 30 percent, from $21 million in 1991 to $28 million in 1992.

Other activities

Bilateral services

49. WFP arranges for the purchase, transport or monitoring of distribution of food for relief and development on behalf of bilateral food aid donors, United Nations agencies and NGOs. WFP's expertise and experience in these areas provide an effective service, for which it is paid a fee by the donors or agencies concerned. In 1992, WFP was requested to buy, ship or monitor on behalf of bilateral donors some one million tons of food, worth $300 million. Ninety percent of bilateral food aid handled by WFP in 1992 was for relief feeding, including for refugees and displaced people.

50. A number of benefits are obtained from WFP's bilateral services:

a) WFP has information on overall food aid requirements, the absorptive capacity of recipient countries and overall food aid commitments and deliveries, which allows for better planning and programming of food aid by donor countries.

b) WFP's coordination of food aid from many sources facilitates the best use of ocean and local transport and logistic facilities, especially in large-scale emergencies.

c) By combining shipments of bilateral food aid with WFP food aid, it is often possible to reduce transport costs significantly for both WFP and the donor.

d) Bilateral food aid can be channelled through WFP to areas of the developing world that are difficult for donors to reach, taking advantage of WFP's international transport network and expert knowledge of local conditions.

Food purchases

51. In 1992, WFP bought a record 1.2 million tons of food worth $281 million, for use as food aid in developing countries. In value terms this represents more than a 40 percent increase over the 1991 record. While few developing countries can donate substantial quantities of food or cash to WFP, a number are sources of food that donors can purchase and use as food aid either locally or in other developing countries. More than seven out of every 10 tons, worth $200 million, were bought in developing countries. In all, WFP purchased food from 52 developing countries in 1992. In sub-Saharan Africa alone, WFP spent $75 million in 1992 to buy 200,000 tons of food. Over the past five years, WFP has bought more than $647 million worth of food in developing countries, in the process making the largest contribution to South-South trade within the United Nations system. For countries with surpluses of certain food commodities, these purchases can provide much needed foreign exchange.

Non-food resources

52. To be fully effective, food aid must often be linked to a variety of other inputs, including financial and technical resources, administrative support, and equipment and supplies. These inputs are usually provided by the recipient governments, by other local sources, or by donors and other aid agencies. Where governments are unable to provide all the non-food resources required for the effective implementation of WFP-assisted projects, WFP makes special efforts to obtain these from other donors. In 1992, 10 donors channelled $14.4 million worth of non-food items through WFP in support of development projects and protracted refugee and displaced person operations, including specialized personnel and items such as agricultural tools, vehicles and warehousing.

Training

53. To enable governments to make the most effective use of WFP assistance, whether for development or relief purposes, WFP supports training of national staff at various levels in a wide variety of fields. In 1992, more than 4,000 government counterpart personnel took part in 66 WFP-arranged training activities in a total of 47 countries in all regions. Some 2,000 counterparts from 21 LDC countries alone received WFP-assisted training. Courses included: a) project design and implementation; b) monitoring and evaluation; c) project management; d) food storage management; e) office management; f) accounting, recording-keeping, etc.; and

g) computing skills. This assistance meets both the immediate needs of WFP-supported activities and also supports the recently expanded United Nations mandate to strengthen national capacities.

EXAMPLES OF WORLD FOOD PROGRAMME ACTIVITIES IN COOPERATION WITH OTHER AGENCIES AND DONORS

Development cooperation

54. The technical expertise needed for the design, appraisal and evaluation of WFP-assisted projects are provided mostly by United Nations specialized agencies, primarily FAO, which provided nearly half the total services required in 1992, but also ILO, UNESCO, WHO, UNCHS (Habitat) and the United Nations Department of Economic and Social Development.

55. WFP-assisted projects require financial, technical and managerial resources from recipient governments and other donors in addition to the food aid supplied by WFP. For the development projects approved in 1992, the proportion of total project costs covered by WFP ranged from one percent (in the case of Rwanda where WFP assistance is provided to a large agricultural development project supported mainly by bilateral donors) to 90 percent. In general, WFP provided a greater proportion of total project costs in the poorest countries. Developing country governments usually covered the remaining costs. However, in a significant number of projects approved in 1992, external financing and technical support were also provided, mainly from the World Bank, the CEC, various governments providing bilateral assistance, other United Nations agencies (including FAO, IFAD, ILO, UNDP and UNICEF) and NGOs.

56. In Honduras, WFP will assist the Government's programme to protect the most vulnerable groups during the structural adjustment process by providing short-term employment opportunities through a 1.6 million dollar project approved in 1992. This project is part of a collaborative JCGP exercise. A total of 11,000 workers will be employed in constructing or rehabilitating schools, day-care centres and health centres and improving local sanitation facilities and water supplies. In addition,, desks and basic furniture for schools and health centres will be purchased from local carpentry workshops, strengthening small enterprises.

57. A new project approved in 1992 in the Dominican Republic will support a slum improvement programme in the capital, Santo Domingo, and other major towns where clean drinking-water supplies, sanitation and sewage systems are inadequate. The food aid will be provided as an incentive for some 100,000 poor families living in the project areas to participate in activities organized on a community self-help basis. Priority will be given to female-headed households. The communities themselves will identify and implement the activities carried out in each neighbourhood. One of the most important benefits of the five-year project will be a reduction in the very high incidence of typhoid fever, diarrhoea and other infectious diseases that are among the chief causes of infant mortality in slum areas. A number of NGOs, including the Dominican Institute for Integrated Development, Volunteers for Development, Ciudad Alternativa, the Social Promotion and Research Centre, Promoción de las Mujeres del Sur and Women in Development will support the project by providing engineers, architects and voluntary social workers.

Relief assistance

58. Most of WFP's assistance to Africa in 1992 helped the victims of natural disasters and armed conflict. Nearly 60 percent of total shipments of WFP food aid in 1992 went to countries in sub-Saharan Africa, largely because of the high level of relief food aid required in the region.

59. In the Sudan, a joint FAO/WFP country-wide crop and food supply assessment mission in November/December 1991 identified the 1992 emergency food aid requirements at nearly three quarters of a million tons. As mandated by the international community for the second consecutive year, all food aid arriving at Port Sudan was consigned to WFP, with WFP responsible for the berthing of all incoming ships, discharging cargo, bagging bulk grain, clearing food aid from the port, and arranging for transport from the port to primary delivery points throughout the country.

60. Somalia represents one of the most severe emergencies in Africa, with insecurity and general lawlessness bedeviling all efforts to bring relief assistance to starving people. The underlying problem of lawlessness - the root cause of the famine itself - was addressed by the international community with the commencement of "Operation Restore Hope" in December 1992. Despite overwhelming problems, WFP delivered a total of 103,000 tons of food to Somalia in 1992, including some 21,000 tons provided by bilateral donors through the Programme, working in close collaboration with other United Nations agencies and NGOs in delivering food aid within the country.

61. In early 1992, it rapidly became evident that the southern Africa region was experiencing one of the worst droughts in recent history. The United Nations Drought Emergency in Southern Africa Appeal in May 1992 called for some 1.78 million tons of food for free distribution and an additional 2.54 million tons of programme food aid for subsidized sales for the ten countries most affected by the drought. In addition, 1.9 million tons of commercial imports were necessary to ensure that supplies were adequate to meet demand and that prices did not rapidly increase, making basic foodstuffs inaccessible to the poorest. The drought was identified in its early stages, and a regional assessment of needs was carried out jointly by FAO and WFP in March/April. A consolidated UN-SADC appeal to donors for relief food aid was launched in May. The Appeal included requests for the funding of a region-wide logistics coordination operation through a joint SADC/WFP Logistics Advisory Centre in Harare. In line with the expressed policy of the SADC Secretariat, WFP took practical steps to ensure that arrangements were in place to utilize the ports and railway systems of the sea-girt countries - Mozambique, Tanzania, Angola and the Republic of South Africa - within an overall food aid delivery plan to the land-locked countries of the region. The SADC/WFP Logistics Advisory Centre became the focal point for operations throughout the region, providing comprehensive and detailed information on food flows crucial to planning the optimal routing of commercial food imports as well as food aid.

62. The Government of Mozambique and Renamo signed a peace agreement in Rome in October 1992. WFP actively participated in the protracted negotiations leading up to the peace agreement. As part of the agreement, both sides promised aid workers "free access" throughout the country to deliver vitally needed relief assistance. WFP was requested to assist in the organization and coordination of the road, river, sea and air transportation of a massive 500,000 metric tons of emergency food, under some of the most difficult and dangerous conditions ever experienced.

63. In September 1992, a special United Nations logistics operation (UNILOG/Mozambique) was established as an integral part of the WFP country office to support all United Nations agencies, bilateral donors and NGOs. Although responsibility for final distribution of food to beneficiaries remained with the Government, NGOs increasingly acted as their local agents. WFP/UNILOG organized early road convoys and airlifts. In November, WFP provided $1 million to finance small-scale road repairs to improve the delivery of relief assistance. Notwithstanding the considerable problems plaguing the delivery and distribution of assistance in Mozambique, WFP/UNILOG has gradually increased the rate of delivery, helping to improve the situation for poor people throughout the country.

64. The same drought that swept across much of southern Africa also devastated Madagascar, which in addition was suffering from major political disturbances. Because of the political instability, it was not possible to follow the usual procedure of relying on government authorities to manage the internal transportation and distribution of relief food. Consequently, WFP helped establish an emergency unit to implement the relief programme, consisting of expatriate logistics experts and locally recruited staff. The operational costs were met by donors or financed from proceeds from the sale of empty rice bags and food sweepings that were unfit for human consumption and thus sold for animal feed. Vehicles, radios and other equipment were loaned by other United Nations agencies, including UNDP, FAO, UNIDO and UNICEF and by the Swiss Cooperation Mission.

65. Following nearly a year of a tenuous ceasefire throughout Liberia, fierce fighting once again broke out in October 1992 in the capital, Monrovia, and other parts of the country, and also in the south-eastern region of Sierra Leone. In assuming the lead role within the United Nations system for coordinating the mobilization and transport of most food consignments from various donors to the afflicted people in the region, WFP has delivered more than 300,000 tons of basic and supplementary food commodities since early 1990 to the four countries affected by the hostilities in Liberia.

66. Following cessation of hostilities in the Gulf in April 1991, WFP was one of the first international organizations to initiate relief operations in Iraq, with assistance from the ICRC. In October 1992 a revised memorandum of understanding was signed by the United Nations Under-Secretary-General for Humanitarian Affairs and the Government covering the continuation of United Nations humanitarian operations in the country until March 1993. Under the new memorandum of understanding, WFP was to provide some $22 million of food and other resources for 750,000 vulnerable people in the north and 450,000 destitute people in the centre and south of the country. Food deliveries under this programme were suspended temporarily by WFP in December following the bombing of trucks carrying United Nations relief assistance.

67. In 1992 Cambodia was the stage for one of the largest, most ambitious United Nations operations ever undertaken. WFP has maintained a continuous presence in Cambodia and along the Thai-Cambodian border since 1979 and continues to handle some 95 percent of all food aid contributions for Cambodia. Working closely with the Cambodian Red Cross and other NGO relief agencies, WFP provided close to 70,000 tons of food to Cambodia in 1992, reaching almost one tenth of the entire population. WFP was the first agency to deliver relief for internally displaced people, in May 1990, and has continued to be the main agency offering regular assistance. The Programme has played an important and unique coordination role. Since September 1990, bi-monthly coordination meetings, involving up to 20 NGOs and several United Nations agencies, have been chaired by WFP. For the past three years WFP has also coordinated the multi-agency exercises, involving up to 20 agencies, to determine priorities for internally displaced people, including agricultural activities, food, water, health, shelter and the provision of household materials and education.

68. In the past, WFP has been one of the main providers of support to refugees fleeing warfare and civil unrest in Central America. As peace agreements have been brokered in various countries, WFP assistance has switched to encourage the reintegration of returnees and to rebuild shattered economies. For example, WFP has been supporting a number of Guatemalan refugee groups in Mexico. As a result of an agreement worked out between the Governments of Mexico and Guatemala, UNHCR and WFP in 1992, under the auspices of the Organization of American States (OAS), the Programme will provide 12 months of food assistance to help resettle nearly 30,000 refugees returning to Guatemala.

From relief to development

69. In Rwanda, which faces severe food-deficit problems, WFP has been cooperating closely with the Government, the World Bank, other United Nations agencies and bilateral donors to develop a food security and social action project as part of a structural adjustment programme. WFP is primarily concerned with the food and nutrition component of the project, which provides assistance to vulnerable groups (children and expectant or lactating mothers, AIDS-afflicted households and orphans) in association with a package of activities to improve nutrition (education, monitoring, micronutrient supplements), which are financed by the World Bank through sector loans and are also supported by UNICEF. Regular public expenditure reviews by the World Bank will safeguard, or even increase, government expenditure on the social sectors and provide the other inputs necessary to increase the impact of food aid.

70. The United Nations General Assembly launched the 1993 International Year for the World's Indigenous People on 10 December 1992, Human Rights Day, to "provide an opportunity to focus the attention of the international community on one of the planet's most neglected and vulnerable groups of people." To mark the Year, United Nations organizations will evaluate and enhance their programmes and activities relating to indigenous peoples. Through its support to development projects for poor people in developing countries, WFP has long been active in improving the living and working conditions of indigenous communities in many parts of the world. In Latin America in particular, support to indigenous communities has been a strong feature of WFP's development activities. For example, joint IFAD and WFP project is helping 7,000 participating Guaynics Indian farmers in Panama to increase their income by between 40 to 100 percent while also improving local food self-sufficiency.

SUMMARY OF THE MAJOR DECISIONS TAKEN AND TOPICS DISCUSSED BY THE CFA DURING ITS 1992 SESSIONS

71. The CFA met twice during 1992. The Thirty-third Session met from 25 to 29 May 1992 and the Thirty-fourth Session from 3 to 6 November 1992. Membership of the Committee during 1992 is shown in Annex I.

72. Below is a summary of the major decisions taken and topics discussed during 1992.

A. Thirty-third Session of the CFA in Rome, 25-29 May 1992

i) Cash situation of the World Food Programme

After examining various alternative proposals, the Committee decided as follows. The Executive Director would set up an informal working group. Members would be drawn from among CFA Member Governments as well as observers, in consultation with regional groups. The working group would examine all aspects of the long-term financing of the operations and administration of WFP. It would be convened in September 1992 and a report submitted by the Executive Director, based on the group's deliberations, together with recommendations for consideration by the CFA.

ii) Consideration of the Report of the *ad hoc* Working Group on Methods of Work of the SCP and the establishment of the SCP

The Committee approved the Report of the *ad hoc* Working Group on the methods of work of the SCP and decided that the new SCP be composed of 28 members of the CFA, 18 selected from developing countries and 10 selected from more economically developed

countries, with membership to be determined by each group (developing countries and more economically developed countries) for one calendar year. Observers will participate in sessions of the SCP when specifically invited by the SCP. A representative of a country whose project is under review and is not a member of the SCP, will be invited to participate as an observer. Developing countries of the SCP may request to have the WFP finance international airfare and daily subsistence allowance for one national expert to attend the SCP session when the Secretariat is not presenting a project of that country to the SCP. It is understood that when the Secretariat is presenting a project of an SCP member, the WFP will continue to finance one national expert as per past practice.

The Committee designated the members of the Ninth Session of the Sub-Committee on Projects, to be held in Rome from 26 to 30 October 1992, on the understanding that the appointment of members of the SCP would in future be on a calendar-year basis.

iii) Rules of Procedure of the CFA

In light of significant changes in the structure and operation of the Sub-Committee on Projects, the Committee deferred discussion of the Rules of Procedure to the Thirty-fourth Session of the CFA so that appropriate revisions could be made in the proposed draft for the CFA's consideration. In the interim, delegations were invited to submit comments, if any, in writing to the Secretariat while it was preparing the new document which would show both the old and the corresponding revised Rules, also indicating distinctly portions deleted, added or amended.

B. Thirty-fourth Session of the CFA in Rome, 3 - 6 November 1992

i) Allocation of WFP development assistance: Criteria for country allocation

The Committee endorsed the draft guidelines for taking account of need in the allocation of WFP development assistance, subject to certain amendments. In so doing, the Committee emphasized the importance it attached to the principle of universality in WFP's programmes. It also urged the Executive Director to implement the guidelines in a flexible manner.

ii) Allocation of WFP development assistance: Disaster mitigation and rehabilitation in Africa

The Committee unanimously endorsed the Secretariat's proposal for a more extensive and systematic application of WFP assistance to support disaster prevention, preparedness, mitigation and rehabilitation measures in Africa in accordance with the approach outlined in the Secretariat's paper.

iii) Level of authority to be delegated to the Executive Director for approval of projects

The Committee agreed that the level of delegated authority of the Executive Director for approval of projects should be increased. Two levels were considered, namely, three million and five million dollars. However, pending the adoption of more specific criteria for project approval, a provisional level of three million dollars was approved. It was further decided that the CFA, after agreement of the criteria for project approval, could increase the delegation of authority to a higher level at a future session.

iv) Rules of Procedure of the CFA

The proposals and amendments referred to in the report were approved by the Committee which then proceeded to adopt its revised Rules of Procedure as a whole.

With regard to the provision in the revised Rules of Procedure that observers participate in the SCP when invited by the Chairman, the Committee agreed that the practice of inviting the European Community to attend would be continued for future sessions.

v) Cash situation of the World Food Programme

The Committee endorsed a report by the Executive Director on the resource situation of the Programme. The Committee welcomed the idea of small informal working groups that the Executive Director might set up for consultation on specific issues, from time to time.

73. The attention of the Council is drawn to the following paragraphs of the report of the Thirty-fifth Session of the CFA (document CFA: 35/17):

"WFP pledging target 1995-96

While the proposed target of 1.5 billion dollars for the 1995-96 biennium was welcomed, concern was expressed at the low level of achievement of the target for the previous biennium (77 percent). Donors were encouraged to make every effort to ensure that the current and future biennia targets were fully met in an equitable way.

The Committee recommended that the Programme actively seek ways to synchronize the pledging period and the budget period, in order to provide better transparency in the linkage between resource income and the Programme's expenditures. The establishment of the pledging target was too far ahead of the biennium in question and a way should be found to eliminate the lead time. The Secretariat responded that it would examine the issue of harmonization of the pledge and budget periods, and report on this issue to the Thirty-sixth Session of the CFA.

Conclusions

The Committee:

a) endorsed the pledging target of 1.5 billion dollars for the 1995-96 biennium; and

b) recognized the importance of one third of the pledges to the regular resources being made in cash."

74. On the basis of the above, the Committee proposed to ECOSOC and the FAO Council the adoption of the draft resolution, for which the text appears in Annex III to this report.

General notes

1. All monetary values are in United States dollars ($), unless otherwise stated.

2. One billion equals 1,000 million.

3. All quantities are in metric tons, unless otherwise specified.

4. Low-income food-deficit countries include all food-deficit (i.e., net cereal importing) countries with per capita GNP not exceeding the level used by the World Bank to determine eligibility for IDA assistance ($1,195 in 1990). In 1992, 76 countries were classified as low-income food-deficit.

5. The category of least developed countries (LDCs) was established by the United Nations General Assembly in its resolution 2768 (XXVI) of 18 November 1971. New criteria established in 1991 defined LDCs as "those low-income countries that are suffering from long-term handicaps to growth, in particular low levels of human resource development and/or severe structural weaknesses." In 1992, 47 countries were classified as LDCs.

6. Geographic regions referred to in this report are Africa, comprising the countries of the continent of Africa, including the African islands; sub-Saharan Africa, comprising all African countries south of the Sahara except South Africa; North Africa and the Middle East, comprising the African countries north of the Sahara, the countries of the Middle East, Turkey and Afghanistan; Asia and the Pacific, comprising the countries of Asia east of Afghanistan and Pacific Island nations; Asia, comprising Turkey, the countries between the Mediterranean Sea and the Pacific Ocean, Southeast Asia and the Pacific Ocean Islands; Latin America and the Caribbean - or the Americas - comprising all American and Caribbean countries south of the United States of America; Eastern Europe and the former USSR.

7. Common acronyms:

ACC	Administrative Committee on Coordination (United Nations)
CFA	Committee on Food Aid Policies and Programmes
CEC	Commission of the European Communities (excludes national action of member countries of the European Community: Belgium, Denmark, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Portugal, Spain and the United Kingdom)
DHA	Department of Humanitarian Affairs (United Nations)
FAC	Food Aid Convention
FAO	Food and Agriculture Organization of the United Nations
GIEWS	Global Information and Early Warning System for Food and Agriculture (FAO)
GNP	Gross National Product
ICN	International Conference on Nutrition
ICRC	International Committee of the Red Cross
IDA	International Development Association (World Bank)
IEFR	International Emergency Food Reserve (WFP)
IFAD	International Fund for Agricultural Development
ILO	International Labour Organisation
IRA	Immediate Response Account of the IEFR
ITSH	Internal transport, storage and handling
LIFD	Low-income food-deficit
NGO	Non-governmental organization

NIS	Newly Independent States
SADC	Southern African Development Community
SCN	Sub-Committee on Nutrition
UNCED	United Nations Conference on Environment and Development
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNCHS	United Nations Centre for Human Settlements (Habitat)
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNILOG	United Nations Logistics Operations (for Afghanistan and Mozambique)
WFP	World Food Programme
WHO	World Health Organization
WTOE	World Food Programme transport operation in Ethiopia

ANNEX I

CFA MEMBERSHIP IN 1992

In 1992 the members of the CFA were:

Algeria
Angola
Argentina
Australia
Bangladesh
Belgium
Brazil
Burkina Faso
Burundi
Cameroon
Canada
China
Colombia
Cuba
Democratic People's Republic of Korea
Dominican Republic
Egypt
El Salvador
Ethiopia
Finland
France
Germany
Ghana
Guinea
Hungary
India
Indonesia
Italy
Japan
Mexico
Netherlands
Norway
Pakistan
Romania
Saudi Arabia
Sri Lanka
Sudan
Sweden
Syria
Tanzania
United Kingdom
United States of America

ANNEX II - STATISTICAL TABLES

TABLE 1. WFP DEVELOPMENT COMMITMENTS BY REGION, 1963-92 (millions of dollars)

Year	Total	Latin America and Caribbean		North Africa and Middle East		Sub-Saharan Africa		Asia and Pacific		Europe	
		Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)
1963-72	1 194	165	14	505	42	190	16	318	27	17	1
1973	129	6	5	44	34	22	17	57	44	–	–
1974	106	16	15	27	26	44	41	18	17	1	1
1975	393	58	15	89	23	67	17	177	45	2	0
1976	642	30	5	211	33	157	24	226	35	18	3
1977	367	51	14	106	29	60	16	150	41	–	–
1978	392	44	11	99	25	120	31	129	33	–	–
1979	492	5	1	58	12	193	39	234	48	2	0
1980	479	85	18	129	27	152	32	113	23	–	–
1981	543	36	7	109	20	239	44	156	29	3	0
1982	613	34	6	151	25	246	40	179	29	3	0
1983	696	112	16	124	18	168	24	291	42	–	–
1984	925	137	15	121	13	325	35	339	37	4	0
1985	642	62	10	151	23	192	30	238	37	–	–
1986	629	110	17	116	18	241	38	163	26	–	–
1987	621	110	18	79	13	227	37	205	33	–	–
1988	779	121	16	110	14	266	34	282	36	–	–
1989	575	106	18	144	25	141	25	184	32	–	–
1990	480	113	24	60	12	143	30	164	34	–	–
1991	448	89	20	61	13	165	37	133	30	–	–
1992	421	74	18	43	10	168	40	136	32	–	–

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TABLE 2. WFP DEVELOPMENT COMMITMENTS BY TYPE OF ACTIVITY, 1963-92 (millions of dollars)

Year	Total	Agricultural and rural development										Human resource development						Other	
		Agricultural production		Rural infrastructure		Settlement		Food reserves		Subtotal		MCH and primary schools		Secondary and higher educational training		Subtotal		Industry and mining	
		Value	%	Value	%	Value	%	Value	%	Value	%	Value	%	Value	%	Value	%	Value	%
1963-72	1 194	428	(36)	162	(14)	138	(11)	39	(3)	767	(64)	294	(25)	117	(10)	411	(35)	16	(1)
1973	129	52	(40)	27	(21)	7	(5)	–	–	86	(66)	28	(22)	15	(12)	43	(34)	–	–
1974	106	48	(45)	36	(34)	5	(5)	–	–	89	(84)	13	(13)	4	(3)	17	(16)	–	–
1975	393	133	(34)	41	(10)	46	(12)	–	–	220	(56)	169	(43)	4	(1)	173	(44)	–	–
1976	642	341	(53)	98	(15)	40	(7)	–	–	479	(75)	136	(21)	27	(4)	163	(25)	–	–
1977	367	125	(34)	35	(9)	56	(15)	6	(2)	222	(60)	125	(34)	20	(6)	145	(40)	1	(0)
1978	392	162	(41)	30	(8)	36	(9)	–	–	228	(58)	139	(36)	25	(6)	164	(42)	–	–
1979	492	217	(44)	62	(13)	44	(9)	4	(1)	327	(67)	149	(30)	16	(3)	165	(33)	–	–
1980	479	120	(25)	58	(12)	65	(13)	6	(1)	249	(52)	216	(45)	14	(3)	230	(48)	–	–
1981	543	202	(37)	105	(19)	128	(24)	14	(3)	449	(83)	75	(14)	19	(3)	94	(17)	–	–
1982	613	326	(53)	61	(10)	70	(11)	10	(2)	467	(76)	139	(23)	7	(1)	146	(24)	–	–
1983	696	343	(49)	63	(9)	66	(10)	–	–	472	(68)	208	(30)	15	(2)	223	(32)	–	–
1984	925	431	(47)	80	(9)	39	(4)	5	(0)	555	(60)	332	(36)	25	(3)	357	(39)	14	(1)
1985	642	345	(54)	102	(16)	37	(6)	15	(2)	499	(78)	107	(16)	37	(6)	144	(22)	–	–
1986	629	348	(55)	33	(5)	80	(13)	49	(8)	510	(81)	83	(13)	37	(6)	120	(19)	–	–
1987	621	211	(34)	70	(11)	17	(3)	–	–	298	(48)	307	(49)	16	(3)	323	(52)	–	–
1988	779	314	(40)	70	(9)	49	(6)	–	–	433	(56)	294	(38)	52	(7)	346	(44)	–	–
1989	575	326	(57)	21	(4)	39	(7)	1	(0)	388	(67)	162	(28)	26	(5)	188	(33)	–	–
1990	480	141	(29)	51	(11)	18	(4)	–	–	210	(44)	260	(54)	10	(2)	270	(56)	–	–
1991	448	189	(42)	92	(21)	5	(1)	6	(1)	292	(65)	134	(30)	22	(5)	156	(35)	–	–
1992	421	104	(25)	82	(19)	4	(1)	–	–	190	(45)	230	(55)	1	(0)	231	(55)	–	–

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TABLE 3. WFP EXPENDITURE ON DEVELOPMENT PROJECTS, EMERGENCY OPERATIONS AND PROTRACTED REFUGEE AND DISPLACED PERSON PROJECTS BY RECIPIENTS' ECONOMIC OR SPECIAL STATUS CATEGORY, 1988-92[1] (millions of dollars)

Category	1988		1989		1990		1991		1992[2]	
	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)
All WFP recipients	874	100	758	100	760	100	1 074	100	1 340	100
By income group (GNP per capita)[3]										
500 dollars or less	622	71	517	68	495	65	742	69	968	72
501 to 1 500 dollars	194	22	186	25	201	26	224	21	276	21
1 501 to 2 500 dollars	57	6	38	5	51	7	57	5	37	3
over 2 500 dollars	3	0	16	2	13	2	51	5	58	4
By special status category										
Least developed countries	355	41	400	53	364	48	574	53	758	57
Land-locked countries	136	15	169	22	129	17	153	14	330	25
Low-income food-deficit countries	659	75	645	85	647	85	924	86	1 166	87

[1] Excludes programme support and administrative costs. Also excludes expenditures on insurance premiums and warehouse facilities that cannot be apportioned by recipient; from 1988 to 1992 these amounted to 3.3, 3.7, 3.7, 1.8 and 2.5 million dollars, respectively.
[2] Provisional.
[3] Actual for each year except 1992, for which the per capita GNP in 1991 was applied. Based on World Bank Atlas for each year.

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ANNEX III

DRAFT RESOLUTION FOR THE ECOSOC AND THE FAO COUNCIL ON THE TARGET FOR WFP PLEDGES FOR THE PERIOD 1995-96

(ECOSOC) (The FAO Council)

Noting the comments of the CFA concerning the minimum target for voluntary contributions to the Programme for the period 1995-96,

Recalling resolutions 2462 (XXIII) and 2682 (XXV) of the General Assembly, which recognized the experience gained by WFP in the field of multilateral food aid,

1. Submits for consideration and approval of the (General Assembly) (Conference of the FAO) the attached draft resolution.

2. Urges States Members of the United Nations and Members and Associate Members of the Food and Agriculture Organization to undertake the necessary preparation for the announcement of pledges at the Sixteenth Pledging Conference for the World Food Programme.

DRAFT RESOLUTIONS FOR THE GENERAL ASSEMBLY AND THE FAO CONFERENCE

(The General Assembly) (The FAO Conference)

Recalling the provisions of resolution (2095 (XX) (4/65) that the World Food Programme is to be reviewed before each pledging conference,

Noting that the review of the Programme was undertaken by the Committee on Food Aid Policies and Programmes of the World Food Programme at its Thirty-fifth Session and by the ECOSOC at its Second Regular Session in 1993 (FAO Council at its One hundred and third Session),

Having considered (resolution ... of the ECOSOC and resolution ... of the FAO Council) as well as the recommendations of the Committee on Food Aid Policies and Programmes,

Recognizing the value of multilateral food aid as implemented by WFP since its inception and the necessity for continuing its action both as a form of capital investment and for meeting emergency food needs,

1. Establishes for the two years 1995 and 1996 a target for voluntary contributions of 1.5 billion dollars, of which not less than one third should be in cash and/or services.

2. Urges States Members of the United Nations and Members and Associate Members of the Food and Agriculture Organization of the United Nations and appropriate donor organizations to make every effort to ensure the full attainment of the target.

3. Requests the Secretary-General, in cooperation with the Director-General of FAO, to convene a pledging conference for this purpose at United Nations Headquarters in 1994.